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Social Security Bulletin

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April 1951 *Volume 14* *Number 4*

Continuous Work-History Sample: The First 12 Years

Federal Civil Defense Act of 1950: Summary and Legislative History

THE SOCIAL SECURITY BULLETIN is published monthly under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, Seventy-second Congress, approved June 30, 1932. The printing of this publication has been approved by the Director of the Bureau of the Budget (Sept. 11, 1950).

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The BULLETIN is prepared in the Division of Research and Statistics, Office of the Commissioner, Social Security Administration. It reports current data on operations of the Social Security Administration and the results of research and analysis pertinent to the social security program, and is issued primarily for distribution to agencies directly concerned with the administration of the Social Security Act. Statements in articles do not necessarily reflect final conclusions or official policies of the Social Security Administration. Any part of this publication may be reproduced with appropriate credit to the BULLETIN.

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Social Security in Review

UNDER the old-age and survivors insurance program, 3.6 million persons were receiving monthly benefits at the end of January—about 4 percent more than at the end of December. January was the fourth consecutive month in which the increase in the number of beneficiaries exceeded an eighth of a million; since the enactment of the 1950 amendments, the number of beneficiaries has increased by 638,000. Old-age beneficiaries accounted for more than two-thirds of this increase, chiefly because of the liberalization in the insured-status requirements provided by the amendments.

Monthly benefits being paid at the end of January totaled $130.9 million, more than double the amount being paid at the end of August—before enactment of the amendments. The average old-age benefit declined for the fourth consecutive month, to $43.55. The decreases are becoming progressively smaller—$1.23 in October, $1.01 in November, $0.52 in December, and $0.31 in January. The likelihood exists that the low point may be reached in a few months, when the backlog of claims from persons eligible only because of the new insured-status requirements has been worked off; thereafter the average old-age benefit should increase.

In January, 34,000 lump-sum death payments were made with respect to 33,000 deceased workers, about 50 percent more than the previous record number awarded in March 1948. The large increase was due to the provisions in the 1950 amendments (1) that permit payment of a lump sum on the death—after August 1950—of every insured worker, and (2) that liberalize the insured-status requirements, thus making possible the payment of benefits to survivors of many workers who under the former provisions would have died uninsured. Lump-sum death payments in January totaled $4.8 million, an increase of about 35 percent over the previous record amount paid in March 1948. There was a smaller percentage increase in the amount than in the number because under the 1950 amendments, for deaths after August 1950, the lump-sum payment was reduced from six times to three times the primary amount. Since the average increase in the primary amount is about 77 percent, the average lump sum payable with respect to persons dying after August 1950 is somewhat less than would have been payable under the 1939 amendments.

At the end of 1950, monthly benefits were being withheld from 292,000 beneficiaries. A table showing a distribution of this total, by reason for withholding payment and type of benefit, appears on page 26. For wife's benefits, employment of the old-age beneficiary was the reason for withholding payment in 94 percent of the cases; for all other types of benefits, the principal reason for withholding payment was the beneficiary's employment. These figures for the number of benefits withheld do not include beneficiaries working for wages of more than $50 a month if they were aged 75 or over, or were members of a family group in which deductions from the working beneficiary's benefit would be offset by increases in benefits payable to other members of the family group. A substantial number of child's benefits were withheld because of employment of the old-age beneficiary and because the proper payee was not yet determined.

The number of monthly benefits withheld at the end of 1950 was 47,000 less than the December 1949 total. This decrease was due chiefly to the provision of the 1950 amendments that increases from $14.99 to $50 the amount of wages that a beneficiary under age 75 may earn without suspension of benefits and that permits beneficiaries aged 75 and over to receive their benefits regardless of the amount of their earnings. For all types of benefits, the number withheld decreased, both absolutely and as a proportion of all beneficiaries on the rolls. For old-age beneficiaries, the proportion with benefits withheld decreased from 13 percent at the end of 1949 to 9 percent at the end of 1950. Roughly two-thirds of this decline resulted from the liberalization in the work clause; the remainder is chiefly attributable to the rapid growth in the old-age beneficiary rolls stemming from the large number of awards to newly eligible persons, few of whom were working at the end of 1950.

To simplify administration, the 1950 amendments provide that when a deduction from benefits because of earnings is in order, the deduction shall be no greater than the amount necessary to bring the family total to the maximum it would receive if the full benefit were suspended and all other benefits of the family members were refigured. Thus, if deductions from one child's benefits would be offset by increases to other members of the family group, the deduction would not be imposed. As a result, the num-

ber of beneficiaries whose benefits are suspended for work deductions is less than the number working for wages of more than $50 a month. This understatement occurs most frequently with respect to child's and mother's benefits, since maximum family benefits are more often paid to mother-and-child family groups.

The first wage report to be filed by employers for workers newly covered under the old-age and survivors insurance program is due in April. Largely as a result of expanded coverage, nearly four times as many employers had applied for identification numbers in January 1951 as in January 1950, and more than three times as many account numbers were issued to workers in January of this year as in January a year ago. Probably more than two-thirds of the 10 million persons working in jobs newly covered or eligible for coverage already have account numbers, obtained for previous covered employment. The Bureau of Old-Age and Survivors Insurance is continuing an intensive campaign to inform the newly covered groups of their rights and responsibilities under the program.

At the end of February, four States and one interstate instrumentality had signed agreements with the Federal Security Administrator, leading to coverage of State and local government employees; four States and two interstate instrumentalities were working toward agreements. At least 21 other States had passed or were considering enabling legislation, and three States were revising their enabling legislation.

Several States have requested that participating political subdivisions be permitted to make contributions and reports directly to the Federal Government because of the additional administrative cost to the State of preparing a composite return. Such a procedure is not possible, since under the law the State itself must be responsible for all reporting and payment of contributions. In recognition, however, of the additional duties imposed on the State in making a composite return, the Social Security

(Continued on page 10)

Selected current statistics

[Corrected to Mar. 7, 1951]

Item	January 1951	December 1950	January 1950	Calendar year 1950	Calendar year 1949
Labor Force [1] (in thousands)					
Total civilian	61,514	62,538	61,427	63,099	62,105
Employed	59,010	60,308	56,947	59,957	58,710
Covered by old-age and survivors insurance [2]		36,543	33,823	35,165	33,314
Covered by State unemployment insurance [3]	33,800	34,700	30,766	32,809	31,581
Unemployed	2,503	2,229	4,480	3,142	3,395
Personal Income [4] (in billions; seasonally adjusted at annual rates)					
Total	$239.2	$241.0	$214.6	$223.2	$206.1
Employees' income [5]	158.4	157.2	134.7	144.9	134.5
Proprietors' and rental income	49.2	47.0	43.5	43.6	41.7
Personal interest income and dividends	18.8	24.7	17.5	19.2	17.2
Public aid [6]	2.4	2.3	2.4	2.4	2.2
Social insurance and related payments [7]	6.8	6.4	7.3	6.4	6.8
Veterans' subsistence allowances [8] and bonuses	1.6	1.6	2.1	2.3	2.0
Miscellaneous income payments [9]	2.0	1.8	7.1	4.4	1.7
Old-Age and Survivors Insurance					
Monthly benefits:					
Current-payment status: [10]					
Number (in thousands)	3,605	3,477	2,782		
Amount (in thousands)	$130,883	$126,857	$57,034	$1,018,149	$655,852
Average primary benefit	*$43.55*	*$43.86*	*$26.06*		
Awards (in thousands):					
Number	152	144	55	963	682
Amount	$4,836	$4,313	$1,270	$26,234	$15,343
Unemployment Insurance [3]					
Initial claims (in thousands)	1,054	1,037	1,665	12,251	17,660
Weeks of unemployment claimed (in thousands)	5,413	4,225	10,529	78,654	102,612
Weeks compensated (in thousands)	4,520	3,328	9,003	67,809	86,638
Weekly average beneficiaries (in thousands)	983	832	2,078	1,304	1,666
Benefits paid (in millions) [11]	$92	$67	$186	$1,373	$1,737
Average weekly payment for total unemployment	*$20.90*	*$20.77*	*$21.17*	*$20.76*	*$20.47*
Public Assistance					
Recipients (in thousands):					
Old-age assistance	2,767	2,769	2,749		
Aid to dependent children:					
Families	641	640	610		
Children	1,639	1,632	1,550		
Aid to the blind	96	97	93		
Aid to the permanently and totally disabled [12]	71	80			
General assistance	418	395	506		
Average payments:					
Old-age assistance	*$43.40*	*$43.31*	*$44.66*		
Aid to dependent children (per family)	*73.65*	*72.61*	*73.30*		
Aid to the blind	*46.61*	*46.19*	*46.19*		
Aid to the permanently and totally disabled	*44.79*	*47.94*			
General assistance	*47.51*	*46.59*	*48.96*		

[1] Continental United States only. Estimated by the Bureau of the Census, except as noted. Monthly employment figures represent specific week and annual figures, average week (unemployment insurance data represent pay period instead of week).

[2] Estimated by the Bureau of Old-Age and Survivors Insurance. Data for January 1951 not available.

[3] Data from the Bureau of Employment Security, Department of Labor.

[4] Data from the Office of Business Economics, Department of Commerce. Continental United States, except for employees' income, which includes pay of Federal civilian and military personnel in all areas.

[5] Civilian and military pay in cash and in kind, other labor income (except workmen's compensation), mustering-out pay, terminal-leave pay, and Government contributions to allowances for dependents of enlisted personnel. Excludes employee contributions under social insurance and related programs.

[6] Payments to recipients under the 4 special public assistance programs and general assistance.

[7] Includes old-age and survivors insurance benefits; railroad, Federal, State, and local retirement benefits; veterans' pensions and compensation; workmen's compensation; State and railroad unemployment insurance and temporary disability benefits; and readjustment allowances to veterans under the Servicemen's Readjustment Act.

[8] Under the Servicemen's Readjustment Act.

[9] Includes payments under the Government life insurance, national service life insurance, and military and naval insurance programs, the Government contribution to nonprofit organizations, business transfer payments, and recoveries under the Employer's Liability Act for railroad workers and seamen.

[10] Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount that is less than the current month's benefit.

[11] Monthly amounts, gross; annual amounts adjusted for voided benefit checks and benefit refunds.

[12] Program initiated October 1950.

The Continuous Work-History Sample: The First 12 Years

by JACOB PERLMAN *

What proportion of the Nation's workers continue in employment, year in and year out? Do relatively more men than women shift back and forth between employment in industry or commerce and other employment? How many workers are employed every quarter in the year?

To answer these and other questions, important in any study of the national economy, the Bureau of Old-Age and Survivors Insurance in 1941 began tabulating data of this type, based on a continuous work-history sample of workers covered by old-age and survivors insurance. Data for the years 1937 through 1948 are now available and are summarized in the following pages.

MANY of the workers in jobs covered under old-age and survivors insurance in 1948 had been employed steadily during the program's first 12 years—from 1937 to 1948, inclusive. They made up a segment of the labor force totaling 11.8 million, or one-third the estimated number of covered jobs as measured by average monthly covered employment in 1948 and almost one-fifth of the average monthly total paid civilian employment in the United States in that year.

The steadily employed group was predominantly male; women employees represented less than one-fifth of the total. The median age of these workers was 46.2 years in 1948, as many as 38 percent being 50 years of age and over and 14 percent at least 60 years old. Not only did the persons in this group work at some time in every year, but the great majority were employed in practically every quarter of each year. Their median cumulative wage credits for the entire period amounted to nearly $24,000, or an average of almost $2,000 a year.[1] These and other summary data on continuity of employment and earnings are now available from the tabulations covering the first 12 years of the continuous work-history sample of the Bureau of Old-Age and Survivors Insurance.

Nature of the Data

The opportunity to develop work-history statistics on a mass basis presented itself with the passage of the Social Security Act in 1935, under which there was set up a system of continuous reporting by employers and the recording by the Bureau of Old-Age and Survivors Insurance of quarterly wage information concerning employees in the industrial and commercial establishments covered by the program. The data, for the most part, are based on actual records maintained by the employers. Utilizing this information, the Bureau of Old-Age and Survivors Insurance originated the continuous work-history sample in 1941.[2] The first tabulations covered the 4-year period from 1937 to 1940, and the tabulations have been extended annually to cover the additional years. It should be pointed out that the data thus far include only segments of the working life cycles of individuals, but eventually the tabulations will cover the complete work history of persons from the time they enter covered employment until retirement or death.

The current continuous work-history sample tabulations include 1 percent of all social security accounts established. The selections to the sample are made on the basis of digits in the account number. Once included, the account remains in the sample, which is augmented each year by accounts of those entering covered employment for the first time. Various tests have indicated that the sampling error in the continuous work-history sample approximates that which would result from a random selection of account numbers.

There are a number of limitations connected with the continuous work-history sample that must be kept in mind in analyzing the data. The principal limitations are due to the existence of "multiple" accounts, the difficulty of identifying all deceased and retired workers, the necessity of basing the tabulations only on information posted before a cut-off date, the limited coverage of employments under the program, and the legal restriction on the amount of wages that are taxable.

A number of individuals have taken out more than one account number, especially during the early years of the program. Some of these "multiples" have been identified, while others are still unknown. When a "multiple" becomes known, no attempt is made to combine the person's wage records until he applies for benefits. In recent years, however, careful scrutiny in issuing account numbers has kept the number of new "multiples" to a minimum. Thus, the continuous work-history sample tabulations are based on accounts and not on individuals, although, for most practical purposes, the difference between the two is believed to be so insignificant that the data may be considered as representing individual workers.

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* Old-Age and Survivors Insurance Research Liaison Officer, Division of Research and Statistics, Office of the Commissioner.

[1] Because taxes were then collected only on wages up to $3,000 a year, the figures based on "total" wages for the period would be even higher.

[2] For a more technical description of the sample, see "The Continuous Work History Sample Under Old-Age and Survivors Insurance," by Jacob Perlman and Benjamin Mandel, *Social Security Bulletin*, February 1944; "OASI Earnings Statistics and Their Uses," by B. J. Mandel, *Monthly Labor Review*, April 1950.

Table 1.—*Old-age and survivors insurance: Number and percentage distribution and average number of quarters worked, by number of years employed and by sex, 1937-48*

[1-percent sample]

Number of years employed	Number			Percent			Average number of quarters employed [2]		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Total, 1-percent sample	[1] 839,967	510,671	329,296	100.0	100.0	100.0	19.14	21.82	14.99
1	106,370	53,781	52,589	12.7	10.5	16.0	1.70	1.72	1.68
2	87,548	43,342	44,206	10.4	8.5	13.4	4.18	4.23	4.13
3	79,420	40,814	38,606	9.5	8.0	11.9	7.21	7.22	7.20
4	76,549	41,884	34,665	9.1	8.2	10.5	10.42	10.42	10.43
5	74,011	41,179	32,832	8.8	8.1	10.0	13.85	13.74	13.98
6	71,820	40,706	31,114	8.6	8.0	9.4	17.70	17.45	18.01
7	60,490	35,635	24,855	7.2	7.0	7.5	21.51	21.30	21.81
8	49,086	31,953	17,133	5.8	6.3	5.2	25.36	25.36	25.36
9	43,424	31,090	12,334	5.2	6.1	3.7	29.48	29.62	29.10
10	38,902	28,899	10,003	4.6	5.7	3.0	33.54	33.71	33.05
11	34,373	26,040	8,333	4.1	5.1	2.5	37.99	38.19	37.38
12	117,974	95,348	22,626	14.0	18.5	6.9	46.01	46.13	45.47

[1] Excludes 177 workers for whom information is incomplete.

[2] A quarter of employment is defined here as a quarter in which the worker had earnings of $1 and over.

Only persons who have drawn benefits under old-age and survivor insurance can be identified as "retired" employees in the continuous work-history sample. Since it is possible, however, for a worker to return to covered employment after retirement, the sample still includes workers retired under the program, as well as those who have retired under other arrangements. Moreover, little progress has been made in identifying accounts representing individuals who have died. Only deaths that have been the basis for applications for benefits under the system and a limited number of other deaths reported to the Bureau have been identified. The account numbers of all deceased persons are still included in the sample even after they are identified. Thus, of the 84.0 million workers for whom taxable wages were reported at one time or another before January 1, 1949, there were 79.2 million living individuals. The "retired" and deceased persons in the continuous work-history sample therefore comprise a considerable proportion of the "inactive" accounts, which must be kept in mind in drawing conclusions from the data.

In preparing the tabulations from wage reports submitted by employers, the cut-off date usually is the middle of the year following the last one to which the data apply. Since there is a certain amount of delinquency among employers in submitting their reports, records of some workers and wages for certain of the years under consideration are not included in the tabulations. It should be pointed out, however, that the effect of the exclusions due to the cut-off date is not significant with respect to the over-all totals, as disclosed by specially prepared "carry-over" tabulations. This is particularly true of the cumulative data based on employment and earnings, as shown by the tabulations of the continuous work-history sample.

The 1937-48 tabulations of the sample reflect only the work history in covered employment. In 1948 the average monthly number of workers in jobs covered under old-age and survivors insurance was 35.3 million, as compared with 57.4 million in total paid civilian employment. Many individuals, however, shift between covered and noncovered employments so that, over a period of 12 years, 84 million persons were paid taxable wages at one time or another. When a person stays out of covered employment for a single quarter or a whole year, he may be employed in noncovered work, or engaged in unpaid family labor, or unemployed, or out of the labor force, but this information cannot be obtained from the continuous work-history data.

Beginning in 1951, nearly 10 million more jobs were brought under the coverage of old-age and survivors insurance. Among those whose employments were included for the first time are the urban self-employed (except for certain specified professions) with annual net earnings of $400 and over, regularly employed agricultural and domestic workers, Federal civilian employees not covered by any of the existing civil-service retirement plans, employees of State and local governmental units not already included in separate systems (on a voluntary basis), employees of nonprofit institutions (on a voluntary basis), and various minor groups. The inclusion of these employments will enhance considerably the value of the work-history information under old-age and survivors insurance. Workers in these employments will be included in the tabulations covering the year 1951, but there is no way of obtaining their earlier work histories except for any periods they worked in covered employment before that year. Still in jobs excluded from the program are more than 10 million persons—a limited number of urban self-employed, farm operators, seasonal and migratory agricultural employees, day-to-day domestic workers, Federal civilian employees covered by existing civil-service retirement plans, employees of State and local governmental units already covered under existing systems, railroad workers, and others. The data in the future will not reflect the total work history of individuals until these employments are covered.

The continuous work-history tabulations show taxable wages and not "total" wages in covered employment. In general, for the period 1937-48, only earnings up to $3,000 a year were taxed under old-age and survivors insurance, and during the war and postwar years there were many workers whose total wages exceeded that limit. It should be noted that the 1950 amendments raised the limit with respect to taxable earnings to $3,600.

What kind of information is available for the accounts in the continuous work-history sample? A considerable amount of data may be obtained from the annual summary cards, which record quarterly and annual wages; the personal characteristics of workers; the characteristics of their employers in terms of type of industry and area; and labor mobility in terms of employer, industry, and

geographical changes. By adding the data for each year to similar figures accumulated for previous years, it is possible to develop a picture over the years showing employment and earnings patterns, cumulative wages, cumulative employment in terms of quarters and years worked, and labor mobility. Thus far, however, the continuous work-history tabulations have been limited, for the most part, to serve specific uses under the program—that is, to reflect the number of workers insured and their potential benefits—but it is hoped that future tabulations will afford a basis for more general uses of the data, especially as regards industry changes and other mobility data.

Economic Background, 1937–48

Before analyzing the work history data for 1937–48, it is essential to look at the economic background of these 12 years. In general, this period represented two extremes—the first part including the end of the depression of the thirties and the remainder covering the relatively prosperous war and postwar years.

Unemployment declined from nearly 11 million in 1937 to less than 4 million at the end of 1941, when war production began to get under way. In 1937 and 1938 there was a depression within a depression, which was followed by some recovery in 1939, but it took the war to lift the economy out of the depression altogether. The depression was particularly hard on the very young and the very old workers, the former finding it difficult to get a footing in the labor market and the latter being forced out because of age discrimination in hiring.

The period from 1942 to 1948, because of war and postwar activities, was one of high employment. Unemployment dropped to the lowest levels ever reached in the history of the country. What unemployment remained was largely frictional. It was easy for anyone to obtain a job, whether he was young or old, male or female, a marginal or normal worker. Most of the young men, however, were soon drafted into the armed forces; since many of them did not return until 1946, gaps were created in their civilian work histories. The older workers once more found a place in the labor market, and even the very old and other marginal employees obtained jobs and added years of employment to their work histories. Lastly, many women of all ages were drawn into the labor force to meet the demands of a tight labor market. Some of these women left employment during the postwar years, while others continued to work. The prognostications for mass unemployment following the cessation of hostilities were not fulfilled, and the relatively high level of employment was maintained during the years 1946, 1947, and 1948.

Even in normal times there is considerable mobility of the working population, which affects the work history of individuals. Persons constantly move in and out of the labor force, between employment and unemployment within the labor force, and, when employed, from occupation to occupation, from employer to employer, from one industry to another, and from one locality to another. This mobility not only determines their employment patterns, but it also affects their earnings patterns. In the early ages, workers dovetail employment with school attendance, and after finishing school they may have intermittent employment until they

Table 2.—*Old-age and survivors insurance: Percentage distribution of workers, by number of quarters and years employed, 1937–48*

[1-percent sample]

Number of quarters with earnings of $1 and over	Percentage distribution of workers by specified number of years employed												
	Total	1	2	3	4	5	6	7	8	9	10	11	12
Total, 1-percent sample	[1]839,967	106,370	87,548	79,420	76,549	74,011	71,820	60,490	49,086	43,424	38,902	34,373	117,974
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1	6.9	54.2											
2	5.5	27.4	19.0										
3	4.4	12.4	21.6	5.6									
4	3.8	6.0	19.1	9.7	1.7								
5	3.3		17.6	11.9	3.6	.5							
6	3.2		11.8	14.0	5.7	1.2	.1						
7	2.9		6.9	13.7	7.8	2.1	.4	.1					
8	2.9		4.0	12.6	9.4	3.5	.7	.1	[2]				
9	2.7			13.3	10.3	4.7	1.3	.2	.1	[2]			
10	2.7			9.3	11.4	6.1	1.9	.4	.1	[2]	[2]		
11	2.6			6.1	11.4	7.5	2.6	.7	.2	[2]	[2]	[2]	
12	2.5			3.8	10.6	8.7	3.6	1.1	.3	[2]	[2]	[2]	[2]
13	2.4				11.4	9.6	4.6	1.7	.5	.1	[2]	[2]	[2]
14	2.4				8.0	10.7	5.5	2.1	.7	.1	[2]	[2]	[2]
15	2.3				5.1	10.6	6.8	2.8	1.0	.2	.1	[2]	[2]
16	2.2				3.6	9.7	8.0	3.6	1.3	.4	.1	[2]	[2]
17	2.1					9.8	9.1	4.5	1.8	.5	.1	.1	[2]
18	2.1					7.3	9.7	5.6	2.3	.7	.2	[2]	[2]
19	2.0					5.1	9.5	6.3	2.9	1.0	.3	[2]	[2]
20	1.9					2.9	9.0	7.5	3.8	1.4	.4	.1	[2]
21	1.8						9.9	8.0	4.4	1.7	.5	.1	[2]
22	1.8						7.7	9.0	5.2	2.1	.7	.2	[2]
23	1.7						5.7	8.8	6.4	2.8	.9	.2	[2]
24	1.6						3.9	8.8	6.9	3.3	1.2	.3	[2]
25	1.5							11.3	7.5	4.1	1.6	.4	[2]
26	1.5							8.3	8.7	5.0	1.8	.6	[2]
27	1.4							5.5	8.7	5.8	2.5	.8	[2]
28	1.3							3.6	8.6	6.7	3.2	1.0	.1
29	1.2								10.1	7.4	3.9	1.3	.1
30	1.2								8.5	8.5	4.6	1.7	.1
31	1.2								6.3	8.7	5.6	2.3	.2
32	1.1								3.8	9.0	6.3	2.8	.2
33	1.1									10.9	7.5	3.2	.3
34	1.0									8.0	8.7	4.0	.3
35	1.0									6.0	9.5	5.1	.5
36	1.1									5.6	9.7	5.8	.7
37	.9										12.1	6.9	.8
38	.9										8.3	8.6	1.0
39	.8										5.9	9.4	1.3
40	.9										4.3	10.2	1.7
41	.8											12.3	2.1
42	.8											9.2	2.9
43	.8											7.1	3.7
44	.9											6.3	4.5
45	.9												6.4
46	1.1												8.1
47	1.8												13.1
48	7.1												51.9

[1] Excludes 177 workers for whom information is incomplete.
[2] Less than 0.01 percent.

get a firm foothold in the labor market. Many women who go to work stay in employment until they get married, then retire to raise a family, and sometimes return to the labor market later. Furthermore, many women who stay at home also combine their household activities with part-time jobs or seasonal work. Mention already has been made of the intermittency of work by older workers caused by technological changes and restrictive hiring policies of employers. There must be added the effect of disability, retirement, or death on the work history of individuals.

It should be pointed out that, although many persons worked exclusively in industrial and commercial establishments covered under old-age and survivors insurance, there were also many others who shifted between covered and noncovered industries. This was especially true during and after the war. In the war years, for example, many workers shifted into covered employment from agriculture, domestic work, and other noncovered occupations, while others moved out of covered employment to work for the Federal Government. During the postwar years, on the other hand, this shift was reversed, with many workers moving from covered employment back into agriculture and other noncovered occupations, while there was a fairly large-scale exodus out of the Federal Government into covered employment.

Duration of Covered Employment

The in-and-out movement in covered employment results in considerable variation among workers in the duration of their covered employment, as shown in table 1, which classifies the individuals who worked at one time or another from 1937 through 1948 by the number of years in which they earned some wage credits.

In terms of the number of years with some wage credits, the largest group numerically is that composed of individuals who worked in every year of the period. It will be remembered that this group numbered 11.8 million persons, constituting 14 percent of all workers with taxable wages during 1937–48. If it had not been for the interruption in the covered employment of many individuals as the result of inductions into the armed forces, this number would have been considerably larger. By contrast, the next largest group—10.6 million workers, or 13 percent of the total—consisted of those who were employed only during a single year within this period. Most of these workers constitute the fringe element in covered employment, although many of the 1-year workers who were employed during 1948 no doubt continued in covered employment in succeeding years. Except for the 12-year workers, the number of persons decreases gradually as the duration of employment increases; those who worked 11 years out of the entire period amounted to 3.4 million, or 4 percent of the total.

Relatively more women than men worked short periods of time during the 12-year span from 1937 to 1948. As many as 16 percent of the women with taxable wages during the period worked only 1 year, as against 11 percent of the men. In fact, the proportion of women exceeded that for men for each duration of employment of 7 years or less; the totals amounted to 79 percent for women and 58 percent for men. On the other hand, the proportion of men exceeded that for women for each duration of employment above 7 years. The greatest dif-

Table 3.—*Old-age and survivors insurance: Number and percentage distribution of workers, by pattern of years employed and by sex, 1937–48*

[1-percent sample]

Pattern of years employed	Number of workers			Percentage distribution		
	Total	Male	Female	Total	Male	Female
Total, 1-percent sample	[1] 840,073	510,732	329,341	100.0	100.0	100.0
Workers employed in 1948	481,006	324,312	156,694	57.3	63.5	47.6
Continuous patterns	266,383	171,679	94,704	31.7	33.6	28.8
1937, '38, '39, '40, '41, '42, '43, '44, '45, '46, '47, '48	117,974	95,348	22,626	14.0	18.7	6.9
'38, '39, '40, '41, '42, '43, '44, '45, '46, '47, '48	6,017	4,007	2,010	.7	.8	.6
'39, '40, '41, '42, '43, '44, '45, '46, '47, '48	7,743	5,132	2,611	.9	1.0	.8
'40, '41, '42, '43, '44, '45, '46, '47, '48	9,568	6,112	3,456	1.1	1.2	1.0
'41, '42, '43, '44, '45, '46, '47, '48	15,064	8,667	6,397	1.8	1.7	1.9
'42, '43, '44, '45, '46, '47, '48	21,132	9,836	11,296	2.5	1.9	3.4
'43, '44, '45, '46, '47, '48	21,615	9,079	12,536	2.6	1.8	3.8
'44, '45, '46, '47, '48	15,648	6,911	8,737	1.9	1.4	2.7
'45, '46, '47, '48	14,391	7,357	7,034	1.7	1.4	2.1
'46, '47, '48	17,478	9,097	8,381	2.1	1.8	2.5
'47, '48	19,753	10,133	9,620	2.4	2.0	2.9
Intermittent patterns	189,091	139,630	49,461	22.5	27.4	15.0
11-year patterns	21,545	17,250	4,295	2.6	3.4	1.3
10-year patterns	21,539	17,452	4,087	2.6	3.4	1.2
9-year patterns	21,264	17,007	4,257	2.5	3.3	1.3
8-year patterns	19,076	14,437	4,639	2.3	2.8	1.4
7-year patterns	19,953	14,898	5,055	2.4	2.9	1.5
6-year patterns	23,769	17,662	6,107	2.8	3.5	1.9
5-year patterns	24,290	17,387	6,903	2.9	3.4	2.1
4-year patterns	18,975	12,565	6,410	2.3	2.5	1.9
3-year patterns	12,215	7,373	4,842	1.5	1.4	1.5
2-year patterns	6,465	3,599	2,866	.8	.7	.9
1-year patterns	25,582	13,003	12,529	3.0	2.5	3.8

See footnotes at end of table.

ference was found in connection with those who worked throughout the 12 years, 19 percent for men and 7 percent for women. The shorter duration of covered employment for women, as compared with that for men, may be attributed to the same factors mentioned earlier—the interruption of work by marriage and raising of families, the tendency among housewives and other women to be employed intermittently, especially during the holiday seasons, and the fact that many women worked only for the duration of the war.

It is not sufficient, however, to measure duration of covered employment in terms of number of years alone. There is no record under old-age and survivors insurance of the actual amount of time worked by individuals in the course of a year, but some approximation may be obtained by using the data on number of

Table 3.—*Old-age and survivors insurance: Number and percentage distribution of workers, by pattern of years employed and by sex, 1937–48*—Continued

[1-percent sample]

Pattern of years employed	Number of workers			Percentage distribution		
	Total	Male	Female	Total	Male	Female
Workers not employed in 1948	359,067	186,420	172,647	42.7	36.5	52.4
Continuous patterns	187,899	93,980	93,919	22.4	18.4	28.5
1937, '38, '39, '40, '41, '42, '43, '44, '45, '46, '47	6,812	4,785	2,027	.8	.9	.6
1937, '38, '39, '40, '41, '42, '43, '44, '45, '46	6,809	4,505	2,304	.8	.9	.7
1937, '38, '39, '40, '41, '42, '43, '44, '45	6,901	4,510	2,391	.8	.9	.7
1937, '38, '39, '40, '41, '42, '43, '44	5,481	3,377	2,104	.7	.7	.6
1937, '38, '39, '40, '41, '42, '43	6,061	3,626	2,435	.7	.7	.7
1937, '38, '39, '40, '41, '42	7,623	4,553	3,070	.9	.9	.9
1937, '38, '39, '40, '41	7,236	4,011	3,225	.9	.8	1.0
1937, '38, '39, '40	8,426	5,310	3,116	1.0	1.0	.9
1937, '38, '39	7,017	3,842	3,175	.8	.8	1.0
1937, '38	8,791	4,934	3,857	1.0	1.0	1.2
'38, '39, '40, '41, '42, '43, '44, '45, '46, '47	579	298	281	.1	.1	.1
'38, '39, '40, '41, '42, '43, '44, '45, '46	616	276	340	.1	.1	.1
'38, '39, '40, '41, '42, '43, '44, '45	691	302	389	.1	.1	.1
'38, '39, '40, '41, '42, '43, '44	580	237	343	.1	(2)	.1
'38, '39, '40, '41, '42, '43	761	378	383	.1	.1	.1
'38, '39, '40, '41, '42	1,014	562	452	.1	.1	.1
'38, '39, '40, '41	1,020	559	461	.1	.1	.1
'38, '39, '40	1,344	734	610	.2	.1	.2
'38, '39	1,845	979	866	.2	.2	.3
'39, '40, '41, '42, '43, '44, '45, '46, '47	903	462	441	.1	.1	.1
'39, '40, '41, '42, '43, '44, '45, '46	1,032	517	515	.1	.1	.2
'39, '40, '41, '42, '43, '44, '45	1,155	593	562	.1	.1	.2
'39, '40, '41, '42, '43, '44	956	483	473	.1	.1	.1
'39, '40, '41, '42, '43	1,156	653	503	.1	.1	.2
'39, '40, '41, '42	1,684	1,061	623	.2	.2	.2
'39, '40, '41	1,785	1,108	677	.2	.2	.2
'39, '40	2,662	1,667	995	.3	.3	.3
'40, '41, '42, '43, '44, '45, '46, '47	1,149	537	612	.1	.1	.2
'40, '41, '42, '43, '44, '45, '46	1,192	478	714	.1	.1	.2
'40, '41, '42, '43, '44, '45	1,284	564	720	.2	.1	.2
'40, '41, '42, '43, '44	1,124	491	633	.1	.1	.2
'40, '41, '42, '43	1,556	858	698	.2	.2	.2
'40, '41, '42	2,083	1,325	758	.2	.3	.2
'40, '41	2,311	1,346	965	.3	.3	.3
'41, '42, '43, '44, '45, '46, '47	1,994	846	1,148	.2	.2	.3
'41, '42, '43, '44, '45, '46	2,160	859	1,301	.3	.2	.4
'41, '42, '43, '44, '45	2,488	1,026	1,462	.3	.2	.4
'41, '42, '43, '44	2,032	920	1,112	.2	.2	.3
'41, '42, '43	2,998	1,654	1,344	.4	.3	.4
'41, '42	4,135	2,420	1,715	.5	.5	.5
'42, '43, '44, '45, '46, '47	3,402	1,166	2,236	.4	.2	.7
'42, '43, '44, '45, '46	3,911	1,356	2,555	.5	.3	.8
'42, '43, '44, '45	5,229	2,053	3,176	.6	.4	1.0
'42, '43, '44	4,325	1,709	2,616	.5	.3	.8
'42, '43	6,313	2,925	3,388	.8	.6	1.0
'43, '44, '45, '46, '47	3,957	1,206	2,751	.5	.2	.8
'43, '44, '45, '46	4,623	1,509	3,114	.6	.3	.9
'43, '44, '45	6,681	2,252	4,429	.8	.4	1.3
'43, '44	6,761	2,177	4,584	.8	.4	1.4
'44, '45, '46, '47	3,078	1,097	1,981	.4	.2	.6
'44, '45, '46	3,641	1,300	2,341	.4	.3	.7
'44, '45	6,388	2,289	4,099	.8	.4	1.2
'45, '46, '47	3,092	1,312	1,780	.4	.3	.5
'45, '46	4,215	1,726	2,489	.5	.3	.8
'46, '47	4,837	2,257	2,580	.6	.4	.8
Intermittent patterns	171,168	92,440	78,728	20.4	18.1	23.9
10-year patterns	2,235	1,514	721	.3	.3	.2
9-year patterns	4,179	2,729	1,450	.5	.5	.4
8-year patterns	6,598	4,120	2,478	.8	.8	.8
7-year patterns	8,429	5,126	3,303	1.0	1.0	1.0
6-year patterns	10,261	5,970	4,291	1.2	1.2	1.3
5-year patterns	13,199	7,584	5,615	1.6	1.5	1.7
4-year patterns	15,558	8,607	6,951	1.9	1.7	2.1
3-year patterns	16,794	9,124	7,670	2.0	1.8	2.3
2-year patterns	13,088	6,902	6,186	1.6	1.4	1.9
1-year patterns	80,827	40,764	40,063	9.6	8.0	12.2

[1] Excludes 71 workers for whom information is incomplete.
[2] Less than 0.01 percent.

quarters worked.[3] The average number of quarters worked ranged from 1.70 for persons employed in only 1 year to as much as 46.01 for those who worked every year during the period. It will be seen that the average number of quarters worked per year rose with each increase in number of years of employment. Thus, the 1-year workers averaged less than 2 quarters for the year, the 4-year workers about 2 1/2 quarters, the 8-year workers more than 3 quarters, and the 12-year workers nearly 4 quarters a year. There was little difference between male and female workers in the average number of quarters worked.

The extent to which individuals worked throughout the years during which they were employed may be seen further from the data shown in table 2, which presents a percentage distribution of workers, classified according to the number of quarters worked for each duration of covered employment.

According to these data, if a person worked steadily every year during the 12-year period, the chances are great that he will have worked every quarter during the 12 years. Thus, of the 12-year employees, as many as 52 percent worked during every quarter in each of the 12 years. Thirteen percent missed only 1 quarter during the entire period, and 98 percent of the total worked 3 or more quarters a year. Even among the 12-year employees, however, there were some whose attachment to the covered labor force was nominal, as evidenced by the fact that a few of them worked as little as 1 quarter during each of the 12 years in covered employment.

On the other hand, if an individual worked only 1 year in covered employment, the chances are that he will have worked only in 1 quarter during the year. Thus, as many as 54 percent of the 1-year workers were employed only in a single quarter during the year. About 27 percent worked 2 quarters; 12 percent, 3 quarters; and only 6 percent, during every quarter in the year. This distribution emphasizes the casual attachment to the covered labor force of most persons with only 1 year of employment. It must be pointed out, however, that some of the 1-year workers took jobs in 1948 and undoubtedly continued in covered employment.

There was no such concentration in the number of quarters worked by persons who had 2–11 years of employment. The 6-year workers, for example, were employed from as little as a single quarter a year to every quarter during that period. There were 7 percent who worked 6–11 quarters; about 38 percent, 12–17 quarters; 51 percent, 18–23 quarters; and only 4 percent, as many as 24 quarters, or every quarter during the 6 years. Even the 11-year workers showed relatively little concentration in the number of quarters worked. Less than 1 percent worked from 11 to 21 quarters; about 12 percent, between 22 and 32 quarters; and the remainder, 33 or more quarters. The largest concentration—12.3 percent—consisted of those who worked 41 quarters. Only 6.3 percent worked during every quarter in the period.

Pattern of Covered Employment

The work experience of individuals with wage credits during 1937–48 may also be summarized in terms of pattern of employment; table 3 shows the distribution of workers by type of pattern of years employed during the period.

An examination of this distribution indicates that the majority of the workers under the program are continuously employed in covered industries. Thus, of the 48.1 million workers in 1948, as many as 26.6 million, or well over half, had 2 or more years of employment that were consecutive. The largest group numerically was also that with employment during every one of the years in the period; this group constituted nearly half of those with continuous patterns. Of the remaining workers employed in 1948, 18.9 million had intermittent patterns of 2 or more years—that is, they worked in years that were not all consecutive. The interruptions in continuous employment were short for many workers—for example, for the more than 2 million who worked for 11 years out of the 12-year period. Many other persons with intermittent patterns would have had continuous employment had they not been drawn into the armed forces; their continuity of employment may thus have been interrupted from 1 to 5 years. Lastly, there were 2.6 million individuals with 1-year patterns who had worked in 1948 for the first time, and a large proportion of them undoubtedly continued in covered employment.

Even among the workers who left covered employment before 1948, the majority were continuously employed in covered industries for 2 or more years consecutively. Thus, of the 35.9 million workers with wage credits who were not employed in 1948, as many as 18.8 million, or more than half, had continuous patterns of 2 years or more. By contrast, 17.1 million had intermittent patterns. As many as 8.1 million worked in covered employment for only 1 year; these workers constituted a fringe element in covered employment.

The effect of the war and postwar prosperity on employment is shown by the data for some of the continuous patterns. For workers with taxable wages in 1948, as well as those not employed in that year, the number of individuals in the continuous patterns beginning in 1941 or later is larger than the number in continuous patterns that began in 1938, 1939, or 1940. This fact seems to indicate that the war demand for workers was met by many persons who had not been in covered employment before 1941; some of them were unemployed individuals who had been looking for work but not finding it, others were attracted into the labor force by higher wages and other factors, and still others shifted from noncovered to covered employment.

Generally speaking, relatively more men than women had long continuous patterns. Workers in the continuous patterns starting in 1940 or earlier, who were still employed in 1948, included 22 percent of all the men with wage credits during 1937–48 but only 9 percent of the women. On the other hand, the proportion who had continuous patterns that began in 1941 or later, and who still had employment in 1948, amounted to only 12 percent for men and 20 percent for women.

[3] A quarter of employment is defined here as a quarter in which the worker had earnings of $1 or more.

This difference indicates the extent to which women entered the labor market during the war, as well as the extent to which many of them stayed on during the postwar years. All told, the proportion with continuous patterns who were still employed in 1948 accounted for 34 percent of the men and 29 percent of the women.

A somewhat similar situation is shown by the data on continuous patterns of workers not employed in 1948. These workers comprised 18 percent of the men and 29 percent of the women with taxable wages during 1937–48. The number with continuous patterns that began in 1940 or earlier included 12 percent of the men and 13 percent of the women. The proportion with continuous patterns that started in 1941 or later amounted to 7 percent for men and 16 percent for women. This contrast reemphasizes the fact that, though many women took jobs during the war years, a number of them did not remain in covered employment.

Workers employed in 1948 who had intermittent patterns comprised 30 percent of all the men and 19 percent of the women with wage credits during 1937–48. A higher proportion of men than of women was found in the intermittent patterns of each duration except those of 3-, 2-, and 1-year duration. In absolute numbers, there were almost as many women as men with patterns of 1 year.

Workers not employed in 1948 who had intermittent patterns constituted 18 percent of all the men and 24 percent of the women who had wage credits during the 12-year period, with the women showing a higher proportion than men in patterns from 1 to 6 years. For the 1-year pattern, the absolute number of women also nearly equaled that of men.

Still another measure of continuity of employment is in terms of insured status under the program. On the basis of the law in 1948, to be fully insured—that is, eligible for retirement as well as survivor benefits—a person had to have a quarter of coverage for each 2 quarters after 1936 or after he had reached age 21, whichever came later, and before age 65 or death. Ordinarily, a worker acquired permanently insured status by obtaining 40 quarters of coverage. A person was currently insured—that is, eligible for monthly survivor benefits to be paid only to his child and the child's widowed mother—if he had 6 quarters of coverage out of the 13 immediately preceding death. As of January 1, 1949, out of an estimated 79.2 million living persons who had been in covered employment at some time during the period since 1937, there were 44.8 million who were insured, with 38.9 million either permanently or fully insured and 6 million currently insured only; 34.4 million were uninsured. The large percentage of workers insured under the program is ample proof of the general continuity of covered employment.

Extent of Employment and Cumulative Wage Credits

Some indication of the extent of covered employment can also be obtained from a worker's cumulative wage credits[4] over a period of years. It should be remembered, however, that cumulative earnings—a worker's total earnings in covered employment since 1936—are a product of wage rates as well as duration of employment. Thus, cumulative wage credits cannot be taken as a substitute measure of the extent of employment but rather as a result of the two factors determining the flow of earnings year after year.

The distribution of all workers with taxable wages under old-age and survivors insurance during 1937–48 by cumulative wage-credit intervals shows a wide range of cumulative earnings (table 4). Nearly 9 percent of the employees had cumulative wage credits of less than $100, a fact that again shows the nominal attachment of many workers to covered employment. About one-third of the workers had cumulative earnings of less than $1,440 during the 12 years. At the other end of the distribution, only one-half of 1 percent had cumulative wages of $36,000 or more, but approximately 10 percent had cumulative earnings of $21,600 and over.

Table 4.—*Old-age and survivors insurance: Percentage distribution of workers by cumulative wage credits and by sex, 1937–48*

[1-percent sample]

Cumulative wage credits	All workers			12-year workers		
	Total	Male	Female	Total	Male	Female
Total, 1-percent sample	100.0	100.0	100.0	100.0	100.0	100.0
$1–99	8.7	6.9	11.4	(1)	(1)	(1)
100–299	7.2	5.5	9.7	(2)	(2)	(1)
300–599	6.6	5.2	8.7	(2)	(2)	(2)
600–1,439	11.1	9.1	14.2	(2)	(2)	0.1
1,440–2,159	6.3	5.3	8.0	0.1	(2)	0.2
2,160–2,879	5.1	4.3	6.4	0.1	0.1	0.3
2,880–3,599	4.3	3.7	5.3	0.2	0.1	0.4
3,600–7,199	15.6	14.3	17.3	1.9	1.1	5.6
7,200–10,799	9.9	10.5	9.0	5.0	2.6	15.0
10,800–14,399	6.5	7.7	4.9	8.7	5.0	24.4
14,400–21,599	8.7	11.9	3.9	24.4	21.1	38.2
21,600–28,799	6.3	9.8	1.0	35.1	40.4	12.8
28,800–35,999	3.1	5.0	0.2	21.0	25.4	2.7
36,000 and over	0.5	0.8	(2)	3.5	4.2	0.3

[1] No workers in sample cell.
[2] Less than 0.01 percent.

A somewhat different picture is obtained from the distribution by cumulative wage credits of the 12-year employees, most of whom have been working on a full-time basis. Less than 2 1/2 percent of these workers earned under $7,200 for the 12-year period, or an average of $600 a year. On the other hand, nearly 60 percent had cumulative wage credits of $21,600 and over, or an average of $1,800 a year. In fact, 3.5 percent earned $36,000 and over, or an average of $3,000 per year. The level of cumulative wages among the 12-year workers was considerably higher for men than for women. Thus, only a little more than 1 percent of the men earned less than $7,200, as compared with nearly 6 percent of the women. Almost 70 percent of the men earned $21,600 or more, as against 16 percent of the females. More than 4 percent of the men but less than one-half of 1 percent of the women earned $36,000 or more.

The importance of duration of covered employment as an element in

[4] The term cumulative wage credits, as used in this article, refers to the total amount of wages credited to a worker's social security account and used in computing his benefit amount. Such wage credits include all taxable wages—before 1940, wages up to $3,000 a year paid by any one employer to any worker with respect to covered employment; from 1940 on, all wages up to $3,000 a year. In each of the years 1937–39, a small proportion of the workers who worked for more than one employer received more than $3,000 in wage credits during the year; these workers might have had more than $36,000 in wage credits at the beginning of 1949.

Table 5.—*Old-age and survivors insurance: Average cumulative wage credits of workers, by sex, 1937–48*

[1-percent sample]

Number of years employed	Median cumulative wage credits			Average wage credits per year		
	Total	Male	Female	Total	Male	Female
Total, 1-percent sample	$3,782	$6,115	$1,987	-----	-----	-----
1	94	97	91	$94	$97	$91
2	480	541	426	240	271	213
3	1,161	1,284	1,050	387	428	350
4	1,984	2,252	1,742	496	563	436
5	3,165	3,636	2,738	633	727	548
6	4,900	5,455	4,269	817	909	712
7	6,552	7,435	5,611	936	1,062	802
8	8,382	9,559	6,473	1,048	1,195	809
9	10,528	12,027	7,476	1,170	1,336	831
10	12,705	14,380	8,648	1,271	1,438	865
11	15,395	17,277	10,091	1,400	1,571	917
12	23,564	25,159	15,160	1,964	2,097	1,263

the determination of cumulative wage credits may be seen from the data in table 5. Thus, while the median cumulative earnings of all workers amounted to $3,782, the medians range all the way from less than $100 for persons who worked only 1 year to nearly $24,000 for those who worked every year during the 12-year period. The median cumulative wage credits for all male workers amounted to $6,115, but the range was from less than $100 to more than $25,000. For all female employees, the median was $1,987, with the range from less than $100 to more than $15,000.

Still another way of looking at the relation between duration of covered employment and cumulative taxable wage credits is to analyze the data obtained by dividing the median cumulative wage for each duration by the number of years in the period, thus showing the annual rate that persons had averaged in wages under the program. For all workers, these averages range from $94 for individuals with 1 year's employment to $1,964 for persons who worked every year in the entire period, 1937–48. The range was even wider for men, extending from an average of $97 to one of $2,097. For female workers the range was only from $91 for 1-year workers to $1,263 for 12-year employees. The averages increased gradually with the number of years of employment, but there was a very abrupt rise from the eleventh to the twelfth year. Thus, 11-year workers averaged $1,400, as compared with $1,964 for 12-year workers. The respective averages were $1,571 and $2,097 for men and $917 and $1,263 for women. This sharp increase may be due to the fact that a relatively large proportion of the 12-year workers belong to the higher occupational levels in the various industries and thus have higher wage rates as well as the greater continuity of employment shown in terms of number of quarters worked.

Conclusions

This article has concerned itself with an analysis of the summary data covering the continuous work-history sample for the years 1937–48. A more detailed analysis of the data, especially when it is related to particular cells of workers, will throw additional light on continuity of employment and earnings during the period. Such an analysis, describing the work experience of individuals during the war and postwar years, especially in terms of sex and age distributions, would add to our knowledge of potential labor reserves and thus serve as a basis for the development of manpower policies in connection with the present emergency.

From the long-range standpoint, the usefulness of the data in the continuous work-history sample will be greatly enhanced by the extension of coverage to nearly 10 million jobs in 1950. With the tabulations of continuous work-history data based on employer, geographical, and industry changes, the future data should throw light on the extent of mobility among American workers in the course of a working lifetime. Future tabulations should also throw additional light on the incidence of employment and unemployment among individuals during years of depression and years of prosperity.

SOCIAL SECURITY IN REVIEW

(Continued from page 2)

Administration agreed to allow the States an extra month for filing returns for the first year an agreement is in effect.

The Bureau of Old-Age and Survivors Insurance has expanded its field facilities to handle the increased workloads resulting from the 1950 amendments. By the end of February, 31 additional field offices had been approved, bringing the total to 509. In addition, 74 new detached official stations have been established, bringing the total to 87; they will provide service in areas where the present workload does not justify a full field office staff.

In January, as in December, public assistance rolls for aid to dependent children and general assistance showed an increase, while for old-age assistance and aid to the blind they declined. The decrease in old-age assistance, which extended the downward trend to the fourth month, was smaller than in any of the 3 preceding months. The decline continued, however, to be fairly general; 39 of the 53 States reported reductions. The national drop in aid to the blind, the largest since July 1944, resulted largely from the sharp cut in the program in Texas, where as many cases as possible were transferred to old-age assistance. For the second month the aid to dependent children rolls increased. The December-January increase was considerably smaller than the seasonal upswing reported in previous years.

In anticipation of establishing programs of aid to the permanently and totally disabled, a number of States have been reporting cases receiving aid under this program when medical and social evidence indicated possible eligibility. Most of the cases had been on general assistance rolls. A few of these States reported a substantial reduction in January in the caseload of the new program and a corresponding increase in general assistance when, upon review, some cases were found to be ineligible for aid to the permanently and totally disabled under the criteria established by each State for determining permanent and total disability. Largely as a result of this change, a sharp drop occurred in January in the total number of cases reported as receiving aid to the permanently and totally disabled in

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Federal Civil Defense Act of 1950: Summary and Legislative History

by WILBUR J. COHEN and EVELYN F. BOYER*

The Federal Civil Defense Act of 1950 raises many important problems relative to the administration of health and welfare services and the future development of such services in this country. Because of the responsibility that the Federal Security Agency has for health and welfare services in the United States, the following summary of the new law has been prepared for the information of Agency personnel and other persons connected with the administration of health and welfare services. A brief legislative history of the new law is also given.

ON JANUARY 12, 1951, President Truman approved H. R. 9798, the Federal Civil Defense Act of 1950 (Public Law 920, 81st Congress). The new law, according to President Truman, "affords the basic framework for preparations to minimize the effects of an attack on our civilian population, and to deal with the immediate emergency conditions which such an attack would create."

The basic reason for the new law was summed up in the report of the House Committee on Armed Services.

Production capacity demands manpower, and factories in which that manpower can operate. But production capacity depends utterly upon the community in which it thrives. In the community sense, production capacity also demands houses within reach of the factories, and transportation facilities by which people can get to and from their work. It demands wives at home to cook dinner when the shift is over and food for them to cook. It demands families to be cared for, and places for those families to live in, and enough light and heat and water to make their homes habitable. It demands schools for the children, and medical care for the old and infirm.

All these human needs are prime concerns of the local, State, and National civil-defense authorities. They cannot be supplied in a workable pattern that will allow the people to go about their business, if those same people are needlessly uprooted from their homes, separated from one another, and moved to strange surroundings. Moreover, while it might be possible to evacuate thousands of people, it would be clearly impossible to evacuate the factories where they earn their living. If the plants stay, the people must also stay. If the people stay, then they and their homes and our factories must be ready to fight back through a sound civil-defense program.[1]

Summary

The Federal Civil Defense Act of 1950 consists of four titles. Sections 1, 2, and 3 of the Act precede title I and give the short title, declaration of policy, and definitions. The titles are: I, Organization; II, Powers and Duties; III, Emergency Authority; and IV, General Provisions.

The declaration of public policy in section 2 of the law sets forth the general principles on which the administration of the Act is to be based; it reads as follows:

It is the policy and intent of Congress to provide a plan of civil defense for the protection of life and property in the United States from attack. It is further declared to be the policy and intent of Congress that this responsibility for civil defense shall be vested primarily in the several States and their political subdivisions. The Federal Government shall provide necessary coordination and guidance; shall be responsible for the operations of the Federal Civil Defense Administration as set forth in this Act; and shall provide necessary assistance as hereinafter authorized.

Section 3 defines seven terms used in the new law. The two most essential definitions are those for the terms "attack" and "civil defense." "Civil defense" is broadly defined and specifically includes "measures to be taken following attack (including . . . rescue, emergency medical, health and sanitation services; monitoring for specific hazards of special weapons . . . [and] emergency welfare measures. . . ."

Title I establishes a Federal Civil Defense Administration to be headed by an Administrator, appointed by the President, by and with the advice and consent of the Senate. A Civil Defense Advisory Council is created to advise and consult with the Administrator on general or basic policy matters relating to civil defense. The Council is to consist of the Administrator, as chairman, and 12 additional members to be appointed by the President. Three members of the Council must be representative of State Governments, three must be representative of the localities, and six are to be citizens of the United States (other than Federal employees) of broad and varied experience in matters affecting the public interest. A novel provision in the law is the requirement that the six members representing the States and localities shall be selected by the President from panels of names established by the Council of State Governments, the Governors' Conference, the American Municipal Association, and the United States Conference of Mayors. The Council must meet at least once a year and at such other times as the Administrator may request. The Administrator is authorized to appoint

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[1] House Report No. 3209 to accompany H. R. 9798, Dec. 19, 1950, pp. 8–9.

Emergency Welfare Service

Under wartime disaster conditions, many self-sustaining families and individuals may suddenly find that they have to depend temporarily on others for even the simplest essentials of life. After a disaster, a family may be left on the street without housing or adequate clothing, with no place to eat, wash, or sleep, with no means of transportation and perhaps without money or the ability to care for immediate needs.

An emergency welfare service will be necessary in the civil defense program to help reestablish families, provide emergency housing, food and clothing, locate missing persons, and care for infants, children, the aged, and the sick.

In atomic disasters, thousands of families may be affected. Welfare services are essential in order to restore civilian morale as quickly as possible.

Families or parts of familes may have to be evacuated and helped in adjusting to strange households and communities. The community which receives evacuees will need to assess its social services and expand them to support the morale of the evacuees and the receiving households. Continuing enemy attack may necessitate extensive mass feeding, clothing, and shelter, but every effort should be made to move as rapidly as possible to individualized treatment of personal or family needs. To do this, every community should prepare, in advance, its family welfare-service program for civil defense . . .

Services for individuals and families.—The term "welfare service" is used to cover the essential activities involved in providing material assistance and other help on a temporary basis to individuals or families until they can reestablish themselves and take up their normal activities in home and industrial life.

Material assistance in civil defense is a temporary, emergency program designed to provide civilians with food, clothing, shelter, fuel, cash, household equipment and supplies, transportation, medical care, and other items required to enable people to return promptly to productive activity.

Other welfare services include:

(a) Providing for rehousing or settlement for individuals and families uprooted from their homes.

(b) Furnishing information to individuals on help that is available to them, and where it may be obtained.

(c) Assisting persons to take advantage of insurance or other benefits to which they are entitled.

(d) Referring persons to available employment, retraining, vocational rehabilitation, medical services, and specialized child welfare services.

(e) If necessary, providing for children to be separated from their parents on the best basis possible and with the least shock.

Source: National Security Resources Board, *United States Civil Defense*, chapter 17, pp. 69 and 74.

other advisory committees as he deems necessary.

Title II relates to the power and duties of the Administrator; it describes the Administration's functions in detail and sets forth the basis upon which the Federal Government will make financial contributions to the States. The law authorizes the Administrator to undertake ten functions: (1) preparation and sponsorship of national plans and review of and report on State plans and programs; (2) coordination of civil defense activities of Federal agencies; (3) provision for civil defense communications and dissemination of warnings of enemy attacks; (4) development of measures to afford adequate protection of life and property, including development of shelter designs, equipment, and facilities; (5) provision for training programs; (6) dissemination of information; (7) assistance and encouragement to the States to enter into interstate compacts; (8) construction, lease, and distribution of materials and facilities; (9) administration of Federal grants-in-aid to the States; and (10) provision for sale of surplus materials.

Title III gives the basis for the use of certain emergency powers. Section 301 stipulates that the provisions of title III shall be operative only during the existence of a state of civil defense emergency and that the "existence of such emergency may be proclaimed by the President or by concurrent resolution of the Congress if the President in such proclamation, or the Congress in such resolution, finds that an attack upon the United States has occurred or is anticipated and that the national safety therefore requires an invocation of the provisions of this title. Such emergency also shall exist with respect to any designated geographic area or areas of the United States when the President determines that any such attack has been made upon or is anticipated within such area or areas, and directs the Administrator to proceed pursuant to the provisions of this title with respect to such area or areas. Any such emergency shall terminate upon the proclamation of the termination thereof by the President, or the passage by the Congress of a concurrent resolution terminating such emergency."

During the period of such emergency, Federal agencies are authorized to make their personnel, materials, and facilities available to the Administrator for the aid of the States; provide emergency shelter; and make repairs to, and temporary replacement of, communications, hospitals, utilities, transportation facilities, or public facilities damaged or destroyed by attack. Among other things, the Administrator is authorized by section 303(e) to "provide financial as-

sistance for the temporary relief or aid of any civilian injured or in want as the result of any attack." The emergency provisions of title III terminate on June 30, 1954, or on such earlier date as may be prescribed by concurrent resolution of the Congress.

Title IV contains various general provisions, including provisions relating to administrative authority, security regulations, and utilization of existing facilities. Section 409 authorizes the Reconstruction Finance Corporation to purchase securities or make loans for the purpose of aiding in financing civil defense projects. The total amount of loans outstanding at any one time can never exceed $250 million.

Significant Provisions

There are a number of significant provisions of the new law that differ from those that governed civil defense activities during World War II. Some of these provisions are of special interest to persons concerned with health and welfare.

A most important difference is that during World War II the entire civil defense program, including civilian war assistance, benefits, and medical care, was established by Executive orders.[2] The new legislation is the first law dealing with civil defense matters that Congress has ever passed.

Federal Grants to States

The new law clearly places major responsibility on the States for sharing the cost of civil defense. It is estimated that the cost for the whole program will be approximately $3.0 billion over a period of 3 years, of which about $1.7 billion or 54 percent will be borne by the Federal Government.[3]

James J. Wadsworth, then Acting Deputy Administrator of the Civil Defense Administration,[4] pointed out at the Senate hearings that the paramount consideration in planning and financing civil defense was that "adequate preparation against the loss of life and property is of primary concern to the affected community" and that the plan for civil defense "requires substantial financial outlays by State and local governments." The plan for financing that was finally developed and included in the law, with minor changes, provides:

[2] For a summary of the various civilian assistance programs established by Executive order see "War Civilian Security Program," *Social Security Bulletin*, June 1943.

[3] Senate Report No. 2683 to accompany S. 4268, Dec. 19, 1950, p. 6.

[4] The Administration was created by Executive order, Dec. 1, 1950.

Health Services

Maintenance of usual health services during wartime is the responsibility of existing health agencies and individual professional and technical health experts. The relief of suffering immediately after a civilian wartime disaster, the provision of emergency lifesaving measures, the preservation or restoration of health services normally existing in peacetime, are the responsibilities of civil defense.

In view of technical and professional requirements, the civil defense health and medical measures and services must continue to remain a responsibility of existing health agencies and individuals. These agencies and individuals will perform their wartime functions under civil defense rules and regulations.

Close liaison between civil defense organizations and peacetime health services is therefore imperative. Existing health agencies should, in wartime, be responsible for civil defense health requirements so that creation of new duplicating agencies will be avoided.

This principle has been followed in the planning of Federal civil defense health services. The United States Public Health Service has agreed to provide medical and other officers to staff Federal civil defense central and regional offices.

Initially this function may be carried out through the health personnel assigned to existing Federal Security Agency regional offices. Later the function will be moved to wherever the Federal regional civil defense offices are established.

In each State, the State health officer should be placed in charge of all State civil defense health and medical services; and cities should appoint local health officers in the same manner.

These officers should be integrated into the State and State area civil defense organizations. In addition, the State civil defense advisory council, if created, should include representatives of each of the major State organizations of professional health experts. The members of these organizations would contribute personal services extensively in time of a disaster, and their advice and assistance during the planning stage will be invaluable.

An enemy attack on American cities using new technological weapons might introduce some new medical and health problems from such effects as radiation and chemical and bacteriological contamination. In the majority of cases however, such an attack would only multiply many times the recurrence of familiar problems.

Training for professional, technical, and auxiliary lay personnel will be necessary to prepare for the new problems. Thorough organization will be necessary to provide adequate professional and technical personnel; and also the supplies, hospitals, and related facilities for the care of the many thousands of casualties which could occur among the civilian inhabitants of a large city.

This increase in casualties will require many auxiliary volunteer workers to be recruited and trained, in order to supplement the services of available professional and technical personnel.

Source: National Security Resources Board, *United States Civil Defense*, chapter 16, pp. 59–60.

1. That the cost of local personnel and administration, together with the cost of supplies and of personal equipment needed by volunteer workers, be the financial responsibility of the States and local communities.

2. That the Federal Government share with the States and local communities the cost of procuring such heavy equipment as may be necessary for augmented fire services, engineering services, transportation services, communications services, and rescue services.

3. That the Federal Government match equally the expenditures of the States and cities for the construction of communal-type shelters.

4. That the Federal Government provide regional stockpiles of critically needed materials, particularly of those types that would not otherwise be available in the event of an emergency. (Such materials would include engineering supplies, blood plasma, medical supplies, and evacuee supplies.)

5. That the communications and communication control centers necessary to distribute timely and adequate warning of an enemy attack be provided by the Federal Government.[5]

Section 201 (i) of the law lists the conditions on which the Federal Government will make financial contributions to the States for civil defense programs and projects. A significant feature is that none of the Federal Government's contribution "shall be made for State or local personnel and administrative expenses, or for items of personal equipment for State or local workers" with the exception of "compensation paid to and the transportation, subsistence, and maintenance expenses of any employees while engaged in rendering civil defense aid outside the State" during the period of an emergency. The reason for this provision is that civil defense is regarded as primarily a responsibility of the State and local communities; it is felt that State and local governments should assume as much of the responsibility, including financing, as possible. It is further felt that State and local civil defense agencies should recruit and pay their own staffs to emphasize the fact that civil defense is their program and not one imposed upon them by the Federal Government.

In general, the law permits the Administrator to make Federal financial contributions to the States "on such terms or conditions as the Administrator shall prescribe," except that certain aspects—such as the method of sharing the cost of shelters and other protective facilities—are specifically written into the law. For such shelters and protective facilities, the Federal contribution must be equally matched by the State. Federal funds for this purpose are to be apportioned among the States in the ratio that the urban population of the critical target areas in each State bears to the total urban population of the critical target areas of all States. The critical target areas are to be determined by the Administrator after consultation with the Secretary of Defense.

Health and Welfare Aspects

It has already been noted that the definition of the term "civil defense" includes "emergency" health and welfare services and that the emergency powers of the Administrator authorize him to "provide financial assistance for the temporary relief or aid of any civilian injured or in want as the result of any attack." The Act also provides that during the period of an emergency the Administrator shall "coordinate and direct, for civil defense purposes, the relief activities of the various departments and agencies of the United States as provided in section 302."

The Act is silent with respect to work accident compensation for State employees[6] or a long-run program of financial assistance, medical care, or rehabilitation for the relief or aid, after the termination of "temporary" aid, of civilians injured or still in want as a consequence of any enemy attack.[7]

During World War II a program of financial assistance was established by Executive allocations providing for compensation to or on behalf of civilian defense workers and civilians disabled or killed as a result of enemy action. A single schedule of compensation was used for both groups of persons. Extensive hearings were held on proposals embodying such a program in legislative form,[8] but the legislation was never enacted and the program continued throughout the duration of World War II under temporary Executive allocations or annual appropriations.

Section 304 of the new law provides that the Federal Government is not liable during the period of an emergency for death, injury, or property damage resulting from the actions of any Federal agency or employee in carrying out the provisions of title III. This provision does not, however, affect the right of any person to receive any benefit or compensation to which he might otherwise be entitled under the Federal Employees' Compensation Act or any other law providing for any pension or retirement.

The development and administration of the civil defense program involve dependence on existing agencies responsible for health, education, social security, welfare, and related programs. The Act recognizes the role of existing Federal, State, and other agencies by specifically providing in section 405 (2) that the Administrator shall "utilize to the maximum extent the existing facilities and

[5] *Hearings Before a Subcommittee of the Senate Committee on Armed Services on S. 4217 and S. 4219* (81st Cong., 2d sess.), p. 60.

[6] H. R. 9689 (introduced Sept. 18, 1950) provided that in the event of an emergency or disaster resulting from enemy attacks the Federal Civil Defense Administrator would be authorized and directed to reimburse the State or political subdivision for work accident compensation in the case of employees of a State or political subdivision rendering assistance outside the State.

[7] For a detailed report and an evaluation of the effects of World War II on health and welfare services in Great Britain, see Richard M. Titmuss, *Problems of Social Policy*, London, 1950.

[8] *Hearings Before a Subcommittee of the Senate Committee on Education and Labor on S. 2412* (77th Cong., 2d sess.) 1942; Senate Report No. 1448 to accompany S. 2412, June 8, 1942. (The provision of S. 2412 relating to civilian war benefits was stricken from the bill on the Senate floor because it came within the jurisdiction of the Senate Committee on Finance. *Congressional Record*, June 22, 1942, p. 5426.) *Hearings Before a Subcommittee of the Senate Committee on Finance on S. 2620* (77th Cong., 2d sess.), 1942; *Hearings Before a Subcommittee of the Senate Committee on Finance on S. 450* (78th Cong., 1st sess.), 1943.

resources of the Federal Government, and, with their consent, the facilities and resources of the States and local political subdivisions thereof, and of other organizations and agencies." The law also specifically provides in section 405 (3) that the Administrator shall "refrain from engaging in any form of activity which would duplicate or parallel activity of any other Federal department or agency unless the Administrator, with the written approval of the President, shall determine that such duplication is necessary to accomplish the purposes of this Act."

Legislative History

It required nearly 4 months to enact the bill into law. The first version of the bill was introduced on September 18, 1950, and the final version was approved by President Truman on January 12, 1951.

On September 18, 1950, President Truman transmitted [9] to the Congress the national civil defense plan prepared by the National Security Resources Board.[10] The President urged "the members of Congress to consider this legislation in the near future." The bill prepared by the National Security Resources Board was introduced on the same day into the House of Representatives (H. R. 9689) and on September 19, 1950, in the Senate (S. 4162). During October and November, detailed suggestions for revisions were received from many different groups. A revised bill was introduced on November 30, 1950, in the House (H. R. 9798) and on December 1, 1950, in the Senate (S. 4219).[11]

Action in the House of Representatives

H. R. 9798 was introduced by Representative Durham. Hearings were held by a subcommittee of six members of the Committee on Armed Services, three of whom were also members of the Joint Committee on Atomic Energy.[12] A new bill, in the nature of a substitute, was reported out on December 19, 1950. The bill was considered and passed by the House of Representatives on December 20, 1950.[13] Four amendments were proposed, two of which were adopted. An amendment offered by Representative Elston was adopted that provided for termination of the program on June 30, 1954, or on adoption at an earlier date by Congress of a concurrent resolution. Representative Judd proposed an amendment, which was adopted, requiring security clearance of employees by the Administrator "in writing." An amendment by Representative Javits was rejected; it would have stricken out the prohibition of Federal financial participation in the cost of self-liquidating projects. An amendment that would have provided for the establishment of a voluntary home-front army, proposed by Representative Edwin Arthur Hall, was rejected. The bill passed the House, 247 to 1.

Action in the Senate

S. 4268 was introduced December 19, 1950, by Senator Chapman (for Senator Kefauver) of the Senate Committee on Armed Services. The bill was the same as H.R. 9798 as reported out by the House Committee.[14]

Eight amendments were considered in the Senate. Six were adopted—all by a voice vote—and two were withdrawn.[15]

The first amendment adopted was offered by Senators Ives and Flanders. It provided for certain procedures to be followed in compensating for private property acquired. The amendment added the substance of the provisions included in title II of the Defense Production Act of 1950.

The second amendment adopted was proposed by Senator McMahon, Chairman of the Joint Committee on Atomic Energy. His amendment provided that in the selection of critical target areas the Civil Defense Administrator should make his determinations after consultation with the Secretary of Defense. Senator McMahon justified his amendment on the grounds that "the Administrator might well find it easier to execute the decisions made if the decisions rested not only upon his judgment of the situation, but upon the considered advice of the Secretary of Defense, who, of course, will be in consultation with the Joint Chiefs of Staff."

An amendment offered by Senator Bridges was adopted; it provided for a check by the Civil Service Commission of the loyalty of civil defense personnel, to be followed by a full investigation by the Federal Bureau of Investigation if there should be any indication that the individual might be of questionable loyalty or reliability.

A fourth amendment was offered by Senator Taft with respect to the time that a state of civil emergency would begin and continue in effect. The Taft amendment was adopted as amended by Senator Holland so that declaration of a state of emergency shall apply only to any "exposed area or areas, as, for instance, in Alaska, Hawaii, or at the Canal Zone." The amendment would not require any public proclamation by the President but would require that the Armed Services Committees of Congress be advised of the determination.

A fifth amendment was offered by Senator McCarran to strike out the section of the bill relating to immunity from suit because of death, in-

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[9] *Congressional Record*, Sept. 18, 1950, p. 15245.

[10] National Security Resources Board, *United States Civil Defense*, 1950. The Federal Security Agency assisted in the preparation of the chapters dealing with health and welfare services. See also two earlier reports on civil defense: War Department Civil Defense Board, *A Study of Civil Defense*, February 1948; and Office of Civil Defense Planning, *Civil Defense for National Security, A Report to the Secretary of Defense*, 1948.

[11] For a brief chronology of the steps taken in civil defense matters since 1916, as well as the history of civil defense legislation in 1950, see House Report No. 3209 to accompany H.R. 9798, pp. 10–13.

[12] *Subcommittee Hearings on H. R. 9798, to Authorize a Federal Civil Defense Program* (No. 224), Dec. 5, 1950; and *Full Committee Hearings on H.R. 9798* (No. 225), Dec. 16, 1950.

[13] *Congressional Record*, Dec. 20, 1950, pp. 16997–17020.

[14] Hearings on civil defense were held by the Joint Committee on Atomic Energy in March and April 1950. Hearings on S. 4217 and S. 4219 were held in December 1950 by a subcommittee of the Senate Committee on Armed Services. These bills were referred to the Committee on Armed Services rather than the Joint Committee on Atomic Energy by decision of the Vice President. (*Congressional Record*, Dec. 4, 1950, pp. 16192–16193.)

[15] *Congressional Record*, Dec. 22, 1950, pp. 17136–17153.

jury, or property damage resulting from civil defense during an emergency, and the section relating to the waiver of the Administrative Procedures Act. Senator Kefauver, in charge of the bill on the floor, first opposed the McCarran amendment but later agreed to take it to conference for further study.

The sixth amendment was offered by Senator Kefauver for Senator Cordon. It amended the provision of paragraph (f) of section 303 of S. 4268 to read "and to incur such obligations on behalf of the United States as may be required to meet the civil defense requirements of an attack or imminent attack."

Both amendments that were withdrawn had been offered by Senator Taft. The first related to a termination date for the program, while the second related to the section in the bill authorizing the Reconstruction Finance Corporation to make loans for self-liquidating projects. The terminal-date amendment was withdrawn so that the conference could work out a compromise solution. The other amendment was withdrawn in view of the explanation that existing law already provided that the Reconstruction Finance Corporation could make loans only to self-liquidating projects.

Upon completion of amendments to S. 4268, the Senate took up H. R. 9798, as passed by the House, and struck out all of the House bill and substituted the language of the Senate bill, as amended. The bill then passed the Senate on December 22, 1950, and went to conference.

Action of the Conference Committee

The Conference Report was adopted in the House on January 1, 1951, and in the Senate on January 2. There were no record votes in either chamber.

A number of important decisions were made by the Conference Committee in reconciling differences between the bills passed by the House and Senate. The Conference Report lists 16 instances in which the Senate bill differed in substance from the House bill.[18]

[18] House Conference Report No. 3235 to accompany H. R. 9798, Jan. 1, 1951, pp. 15–19.

Approval by the President

The President approved the bill on January 12, 1951. When he signed the bill, the President issued the following statement:

The Federal Civil Defense Act of 1950, which I have signed today, is designed to protect life and property in the United States in case of enemy assault . . .

The act will permit the Federal Government to provide matching grants of funds to the states for constructing air raid shelters. The act also allows certain measures to be taken by the Federal Government directly, such as the procurement and stockpiling of necessary medical and other materials and supplies and the provision of suitable warning systems . . .

The Federal Government can and will provide the necessary coordination and guidance for the civil defense program . . . It is the expressed policy and intent of Congress, however, that the responsibility for civil defense should be vested primarily in the states and their political subdivisions. I, therefore, call upon all citizens to lend their support to civil defense in their own communities . . .

Notes and Brief Reports

Workers and Dependents in the Population, 1940–50

The make-up of a country's population is an important frame of reference for its social insurance programs. When, as in the United States, insurance contributions are based on current earnings, and benefits on past earnings or on dependence upon an earner, it is useful to know the relative number of workers and dependents (as defined for social insurance purposes) in the population as well as the relative number who fall into neither group. Such data furnish a basis for estimates of the number of persons with potential social insurance protection under universal coverage, and in conjunction with other data they provide basic information for analysis of the relation of social insurance programs to the Nation's economy.

Workers and primary dependents in the civilian population, 1940 and 1947–50[1]

Population groups	Number (in millions)					Percentage distribution					Percentage increase, 1950 from 1940
	1940	1947	1948	1949	1950	1940	1947	1948	1949	1950	
Total civilian population [2]	131.7	142.1	145.1	147.4	150.2	100	100	100	100	100	14
Workers and primary dependents	108.4	120.8	123.2	125.6	126.7	82	85	85	85	84	17
Workers [2] [3]	51.3	57.6	59.3	59.4	60.8	39	41	41	40	40	19
Primary dependents	57.1	63.2	63.9	66.2	65.9	43	45	44	45	44	15
Wives [4]	22.9	25.4	25.1	25.8	25.3	17	18	17	17	17	11
Children under 18 years [5]	34.2	37.8	38.8	40.4	40.6	26	27	27	27	27	19
Others	23.2	21.3	21.9	21.9	23.5	18	15	15	15	16	1
Primary dependents per 100 workers	*111*	*110*	*108*	*111*	*108*						

[1] Figures may not add to total because of rounding. Percentages are computed on basis of unrounded figures.

[2] Data for 1940 include 0.3 million members of the Armed Forces stationed in the United States. Data for other years include the following number of persons in the Armed Forces living off post or with families on post: 1947, 0.3 million; 1948, 0.5 million; 1949, 0.4 million; 1950, 0.5 million.

[3] Persons in the civilian labor force, excluding unpaid family workers.

[4] Nonworkers, married to and living with workers.

[5] Nonworkers, living with a worker parent.

Source: Estimated from published and unpublished data of the Bureau of the Census. Source data are for the month of March for 1940 and 1950 and for the month of April for other years.

The accompanying table presents estimates of the number of workers and primary dependents in the civilian population for the years 1940, 1947, 1948, 1949, and 1950, based on decennial census data for 1940 and on the monthly sample surveys of the Bureau of the Census for the other years.[1] Workers are defined as persons in the labor force in the survey week, other than unpaid family workers; primary dependents are the nonworker wives and the nonworker children under age 18 of persons classified as workers.

The table suggests that, during a period of full employment, about 85 percent of the population would have potential social insurance protection against risks common to all persons, under a program or programs covering all workers in the country and their dependents and with relatively low earnings requirements for insured status. (In time, a substantial proportion of the remaining 15 percent would consist of beneficiaries whose protection had matured.) The proportion of the total population with such potential protection has been fairly stable over the past 4 years. A like stability is shown by the relative size of the two groups comprising the 85 percent. Workers constituted 40–41 percent of the population in 1947–50, and primary dependents 44–45 percent. For every 100 workers there were from 108 to 112 primary dependents.

Between 1940 and 1950 both the number of workers and the number of primary dependents increased somewhat more rapidly than the population as a whole, while the number of persons who were neither workers nor primary dependents remained at approximately the same absolute level. As a result the proportion of workers and primary dependents in the population rose from 82 to 84 percent, but the worker-dependent ratio showed little change.

The more rapid increase in the number of primary dependents was due entirely to the growth in the number of dependent children, since the gain in the size of the group made up of dependent wives was at a rate below that for the total population.

These changes reflect, among other things, the shift from large-scale unemployment in 1940 to full employment in 1950, the increased proportion of married women in the labor force, and the very substantial rise in the birthrate.

[1] For a discussion of worker-dependent relationships in 1948 and of 1940–48 changes, see Jacob Fisher, "Earners and Their Dependents in the Population in April 1948," *Social Security Bulletin*, September 1949.

Trust Fund Operations, 1950

Sums equivalent to 100 percent of current collections under the Federal Insurance Contributions Act are transferred under permanent appropriation to the Federal old-age and survivors insurance trust fund as such collections are received by the Treasury. In the calendar year 1950, appropriations of such contributions amounted to $2,667 million. The trust fund also received $257 million in interest on investments and $3.7 million in appropriations from the general fund as reimbursement for costs incurred in benefit payments to survivors of certain World War II veterans under the Social Security Act Amendments of 1946. Expenditures for old-age and survivors insurance benefits totaled $961 million, and administrative expenses amounted to $61 million. For 1950 the fund's assets showed a net increase of $1,905 million and totaled $13,721 million at the end of the year.

The unemployment trust fund is composed of the State accounts and the railroad unemployment insurance account. In 1950, deposits in the State accounts amounted to $1,191 million and interest credited was $147 million. Withdrawals totaled $1,366 million, and the net balance in the State accounts declined $28 million. The railroad unemployment insurance account in the unemployment trust fund also declined during the calendar year 1950. Deposits in the railroad account were $13.8 million and interest was $17.7 million. Benefit payments, on the other hand, amounted to almost $90 million. The net balance in the railroad unemployment insurance account declined $57 million.

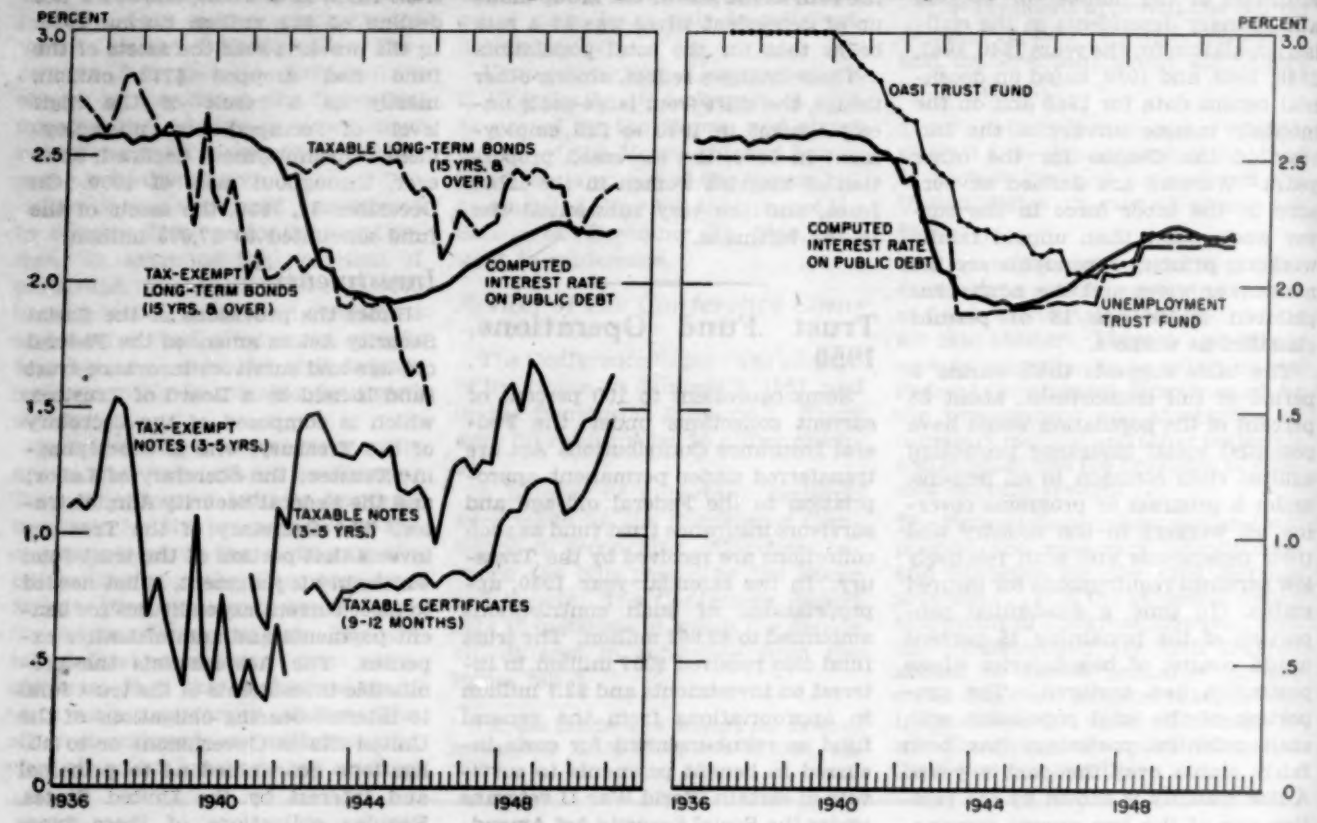
The assets of the unemployment trust fund, as a whole, showed a net decline of $85 million during 1950. In the previous year the assets of the fund had dropped $772 million, mostly as a result of the high level of compensable unemployment. Unemployment declined, however, throughout most of 1950. On December 31, 1950, the assets of the fund amounted to $7,663 million.

Investments

Under the provisions of the Social Security Act as amended the Federal old-age and survivors insurance trust fund is held by a Board of Trustees, which is composed of the Secretary of the Treasury, who is the Managing Trustee; the Secretary of Labor; and the Federal Security Administrator. The Secretary of the Treasury invests that portion of the trust fund which, in his judgment, is not needed to meet current expenditures for benefit payments and administrative expenses. The Act restricts the permissible investments of the trust fund to interest-bearing obligations of the United States Government or to obligations guaranteed as to principal and interest by the United States. Regular obligations of these types may be acquired on original issue at par or by purchase of outstanding obligations at their market price. In addition, the Act authorizes the issuance of special obligations exclusively to the trust fund if the Managing Trustee determines that the purchase of other eligible securities is not in the public interest. Regular obligations acquired by the trust fund may be sold at market price. Special obligations are to be redeemed at par plus accrued interest. The special obligations issued to the trust fund have generally been special Treasury notes or special certificates of indebtedness.

Investments are made by the Secretary of the Treasury for the unemployment trust fund as a unit, although the fund is composed of 51 separate State accounts and the railroad unemployment insurance account. Interest earned on the fund's investments is distributed quarterly among all accounts on the basis of the average daily balance of each account. Permissible types of investments are the same for this fund as

Average yields on special groups of United States obligations, the computed rate of interest on the public debt, and yields on obligations acquired by two social insurance trust funds, 1936–50



Source: *Daily Statement of the U.S. Treasury* and *Federal Reserve Bulletin.*

for the Federal old-age and survivors insurance trust fund.

Net investments made during 1950 for the old-age and survivors insurance trust fund were $1,603 million. At the end of 1950 the investments of the fund totaled $13,331 million, as compared with $11,728 million at the close of the preceding year. Of the securities held by the unemployment trust fund, a net total of $57 million was redeemed in 1950; by the end of the year the fund's investments had declined to $7,639 million (table 1).

The net acquisitions of the two social security trust funds amounted to $1,546 million in Government securities—considerably more than the 1949 figure of $372 million but less than that for all but one of the years from 1942 through 1948. The decline in the net acquisitions from earlier years can be accounted for largely by three factors—the high rate of withdrawals from the State accounts, the high rate of benefit payments from the railroad unemployment insurance account, and what was, in effect, a reduction in the current contribution rate for railroad unemployment insurance as a result of the June 1948 amendments to the Railroad Unemployment Insurance Act.

At the end of 1950 the investments of the two social security trust funds amounted to $20,970 million. Despite the net redemptions by the unemployment trust fund in 1949 and 1950, this figure represents the largest amount of investments held by these two funds to that date (table 2).

Interest Rates

The Social Security Act of 1935 had required that the investments of the old-age reserve account (now the old-age and survivors insurance trust fund) must earn at least 3 percent. The amendments of 1939 removed all reference to a minimum yield except on special obligations issued to the fund. These special obligations are required to bear the average rate of interest on the interest-bearing public debt, computed as of the end of the month next preceding the date of issue. If, however, this average is not a multiple of ⅛ of 1 percent, the rate of interest is to be the multiple next lower than the average rate.

The interest provisions governing the investments of the unemployment trust fund have remained unchanged since the fund's establishment in 1936, and the rates for special obligations issued to it are determined in the same manner as for those issued to the old-age and survivors insurance trust fund. Investments in other issues must bear rates at least equal to those of the special obligations.

Thus, the interest earnings of the unemployment trust fund and, from 1940 on, of the Federal old-age and survivors insurance trust fund have been directly affected by Federal debt financing (table 3). During the war years, when the computed average

Table 1.—*Changes in social security trust fund investments and the interest-bearing public debt, as of the end of December, 1947–50*

[Amounts in millions]

Item	Investments at end of December—								Net acquisitions		
	1947		1948		1949		1950				
	Amount	Average interest rate (percent)	Amount	Average interest rate (percent)	Amount	Average interest rate (percent)	Amount	Average interest rate (percent)	Dec. 31, 1947, through Dec. 31, 1948	Dec. 31, 1948, through Dec. 31, 1949	Dec. 31, 1949, through Dec. 31, 1950
Total interest-bearing public debt	$254,205	2.144	$250,579	2.216	$255,019	2.208	$254,283	2.209	−$3,626	+$4,440	−$736
Securities acquired by social security trust funds, total	17,371		19,052		19,424		20,970		+1,681	+372	+1,546
Old-age and survivors insurance trust fund	9,268	2.09	10,556	2.20	11,728	2.20	13,331	2.19	+1,287	+1,172	+1,603
Unemployment trust fund	8,102	2.05	8,496	2.16	7,696	2.16	7,639	2.16	+394	−800	−57
All other interest-bearing securities	236,834		231,527		235,595		233,313		−5,307	+4,068	−2,282

Source: *Daily Statement of the U. S. Treasury.*

rate on the interest-bearing Federal debt declined, the rate of earnings of the two social security trust funds also declined.

In 1945 the computed average Federal interest rate began to rise; this rise was reflected later in the computed average interest rates of the social security trust funds. In the last half of the calendar year 1949, however, the average Federal interest rate declined slightly. There were two reasons for this drop. Some long-term issues bearing relatively high rates of interest matured or were recalled and replaced by issues with lower rates, and an increasing proportion of the total debt was made up of relatively short-term Treasury notes and savings notes bearing low rates of interest. On December 31, 1948, the average interest rate was 2.216 percent, while at the end of 1949 and 1950, it was 2.208 and 2.209 percent, respectively.

Until November 1947 the investments of the two social security funds were in the form of special issues or regular Treasury bonds purchased on original issue at par. In that month the Treasurer began buying Treasury bonds on the open market for the trust funds. Since the bulk of these securities bear 2½-percent interest, the average interest rate on the investments of the old-age and survivors insurance trust fund had increased to 2.09 percent by the end of 1947 and to 2.20 by the end of 1948. It remained at 2.20 through January 1950; for the balance of the year it was 2.19. The unemployment trust fund was less affected by the open-market purchases because of the smaller amount of net acquisitions during the postwar years. Nonetheless, the average interest rate rose to 2.05 by the end of 1947 and subsequently to 2.16, where it remained fairly steadily through December 1950 (table 3).

By the end of 1950 the old-age and survivors insurance trust fund held $11,104 million in 2⅛-percent special certificates of indebtedness, $4 million in 2¼-percent Treasury bonds, $2,217 million in 2½-percent

Table 2.—*Investments of social security trust funds and the interest-bearing public debt at end of specified period, 1936–50*

[Amounts in millions]

At end of—	Interest-bearing public debt	Social security trust fund investments			
		Total amount	Percent of public debt	Old-age and survivors insurance trust fund	Unemployment trust fund
1936	$33,699	$64	0.2		$64
1937	36,715	1,138	3.1	$513	625
1938	38,899	1,926	5.0	862	1,064
1939	41,445	2,944	7.1	1,435	1,509
1940	44,458	3,962	8.9	2,016	1,945
1941	57,451	5,468	9.5	2,736	2,732
1942	107,308	7,342	6.8	3,655	3,687
1943	164,508	9,874	6.0	4,779	5,095
1944	228,891	12,546	5.5	5,967	6,579
1945	275,694	14,562	5.3	7,054	7,508
1946	257,649	15,643	6.1	8,079	7,564
1947	254,205	17,371	6.8	9,268	8,102
1948	250,579	19,052	7.6	10,556	8,496
1949	255,019	19,424	7.6	11,728	7,696
1950	254,283	20,970	8.2	13,331	7,639
1950					
Jan	254,869	19,384	7.6	11,768	7,616
Feb	254,406	19,493	7.7	11,898	7,595
Mar	253,506	19,566	7.7	12,148	7,418
Apr	253,516	19,586	7.7	12,278	7,308
May	254,183	19,781	7.8	12,336	7,445
June	255,209	20,059	7.9	12,645	7,414
July	255,403	20,206	7.9	12,855	7,351
Aug	255,764	20,483	8.0	12,922	7,561
Sept	254,968	20,601	8.1	13,085	7,516
Oct	254,731	20,703	8.1	13,215	7,488
Nov	254,887	20,936	8.2	13,250	7,686
Dec	254,283	20,970	8.2	13,331	7,639

Source: *Daily Statement of the U. S. Treasury.*

Table 3.—*Average interest rate on social security trust fund investments and interest-bearing public debt at end of specified period, 1936–50*

At end of—	Computed average interest rate (percent)		
	Interest-bearing public debt	Old-age and survivors insurance trust fund investments	Unemployment trust fund investments
1936	2.570		2.50
1937	2.568	3.00	2.50
1938	2.586	3.00	2.50
1939	2.598	3.00	2.50
1940	2.566	2.84	2.50
1941	2.409	2.66	2.49
1942	2.059	2.44	2.24
1943	1.956	2.22	1.89
1944	1.919	2.20	1.91
1945	1.965	2.14	1.93
1946	2.057	2.04	1.94
1947	2.144	2.09	2.05
1948	2.216	2.20	2.16
1949	2.208	2.20	2.16
1950	2.209	2.19	2.16
1950			
January	2.205	2.20	2.16
February	2.204	2.19	2.16
March	2.199	2.19	2.17
April	2.200	2.19	2.17
May	2.199	2.19	2.17
June	2.200	2.19	2.17
July	2.200	2.19	2.17
August	2.200	2.19	2.16
September	2.191	2.19	2.16
October	2.201	2.19	2.16
November	2.204	2.19	2.16
December	2.209	2.19	2.16

Source: *Daily Statement of the U.S. Treasury.*

Treasury bonds, and almost $6 million in unamortized premiums. As of the same date the unemployment trust fund held $6,841 million in 2⅛-percent special certificates of indebtedness, $4 million in 2¼-percent Treasury bonds, $793 million in 2½-percent Treasury bonds, and from $1 million to $2 million in unamortized premiums.

The two social security trust funds held investments totaling $20,970 million at the end of 1950, of which $17,945 million, or 86 percent, was in special obligations bearing 2⅛-percent interest.

In addition to the old-age and survivors insurance trust fund and the unemployment trust fund, the Treasury manages 10 other social insurance and related trust funds. The interest rates on most investments of these funds are higher than those for the two large social security funds.

All types of special Government securities outstanding at the end of 1950 totaled $33,707 million, of which the two social security trust funds held 53 percent. Other trust funds held most of the remainder. Among them, the national service life insurance fund held 16 percent, the railroad retirement account 7 percent, the postal savings system 5 percent, and the Government life insurance fund 4 percent.

The securities held by the two social insurance trust funds comprised 8.2 percent of the total interest-bearing public debt ($254 billion). They had accounted for 7.6 percent at the end of 1949. For the year 1950, however, the combined investments of these trust funds increased while the total interest-bearing public debt declined slightly.

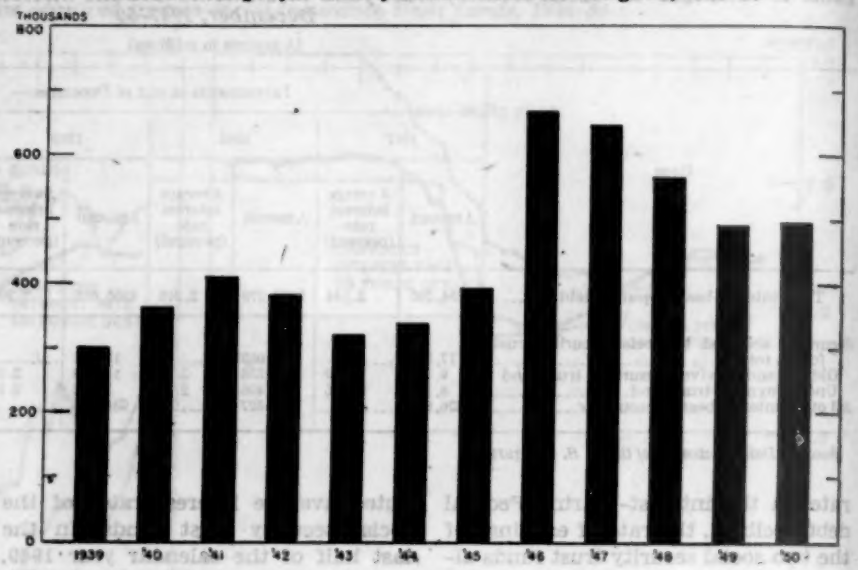
Employer Identification Numbers Assigned, 1937–50

Ever since the old-age and survivors insurance program began to operate, employers of covered workers have been assigned identification numbers, and records containing detailed identifying information for each employer have been maintained by the Bureau of Old-Age and Survivors Insurance.[1] Employer identification numbers are issued chiefly when a new business is started, when a business undergoes a reorganization, when a going business is transferred from one owner to another, when an employer for the first time hires a worker in covered employment, and when a business engaged in covered employment moves from one internal revenue district to another.

On the basis of the Bureau's reports of operations and other tabulated data, it is possible to show the fluctuations in the number of employer identification numbers assigned and to indicate the factors that brought about the changes observed. The data presented in this note are not directly comparable with data on new businesses published by the Department of Commerce, chiefly because the old-age and survivors insurance data exclude new businesses that have no employees and include old businesses to which new employer identification numbers have been assigned.

[1] In October 1950 the job of assigning employer identification numbers was transferred from the Bureau of Old-Age and Survivors Insurance to the Bureau of Internal Revenue. The Bureau of Old-Age and Survivors Insurance continues, however, to maintain records for each employer.

Chart 1.—*Employer identification numbers assigned, 1939–50*[1]



[1] Data for 1950 exclude about 6,000 numbers assigned in that year to employers whose employees were covered for the first time on Jan. 1, 1951, as a result of the Social Security Act Amendments of 1950.

Between the fall of 1936 and the end of 1938, approximately 2.5 million identification numbers were assigned to employers. During the following 7 years—from 1939 through 1945—a period of large wartime expansion of industry, the number of employer identification numbers issued did not vary greatly from year to year (chart 1). There was first a rise from 301,000 in 1939 to 411,000 in 1941, when industry expanded to meet the needs of defense production, and then a decline for the next 2 years to 322,000 in 1943 as wartime economic controls became progressively more severe and the rate of

Table 1.—*Index of change in the number of employer identification numbers assigned, by industry, 1946–49*

[1945=100.0]

Industry	1946	1947	1948	1949
Total [1]	169.7	164.2	143.6	124.6
Agriculture, forestry, and fishing	165.8	152.8	128.1	120.2
Mining	132.8	143.8	169.6	116.4
Contract construction	244.7	225.5	205.5	166.6
Manufacturing	186.4	155.6	112.5	86.7
Transportation and communication	168.4	158.2	126.3	99.8
Wholesale trade	201.4	186.5	144.9	115.5
Retail trade	161.8	154.2	129.1	109.8
Finance, insurance, and real estate	134.9	119.8	105.9	93.8
Service industries	169.1	160.5	137.6	110.8

[1] Includes cases in which the industry was not reported and those not elsewhere classified.

Table 2.—*Index of change in the number of employer identification numbers assigned to newly formed businesses, by industry, 1946–49*

[1945=100.0]

Industry	1946	1947	1948	1949
Total [1]	272.5	236.6	210.9	176.1
Agriculture, forestry, and fishing	241.6	199.7	166.3	158.0
Mining	194.1	214.2	279.1	171.3
Contract construction	352.6	283.3	250.8	204.0
Manufacturing	293.8	216.0	153.7	117.3
Transportation and communication	251.8	209.0	161.2	125.1
Wholesale trade	289.5	239.1	191.0	150.1
Retail trade	253.3	225.3	186.1	160.5
Finance, insurance, and real estate	201.8	171.8	154.9	135.7
Service industries	247.5	223.0	205.9	161.0

[1] Includes cases in which industry was not reported and those not elsewhere classified.

inductions into the Armed Forces reached a peak. The number again increased in 1944 and 1945, when war production decreased and relatively more consumer goods were made available. In 1945, 394,000 employer identification numbers were assigned.

In 1946, however, the relaxation of wartime commodity and manpower controls and the demobilization of the Armed Forces resulted in an unprecedented rise in assignments of identification numbers. In that year the number rose to 668,000, an increase of 70 percent over the 1945 total. Although there was a steady decline from 1947 to 1949, the number in 1949 was still 25 percent higher than in 1945; in 1950 the total of 496,000 was 27 percent higher than that in 1945.[2]

The Bureau's tabulations of data on business births and successions, available through 1949, show that by far the most important factor responsible for the high level of identification-number assignments since 1945 has been the large number of new businesses formed. Because many veterans entered business after being discharged from the Armed Forces and because of the accumulated demand for consumer goods and services, the number of identification numbers assigned to newly formed businesses practically trebled from 1945 to 1946, increasing from 97,000 to 264,000. In 1949, assignments to new businesses numbered 171,000, or almost twice the 1945 total. There was also a substantial yet smaller rise from 1945 to 1949 in the number of employer identification numbers assigned because of business transfers and reorganizations and for other reasons. With 1945 as the base period, the following tabulation shows the index of change in the number of employer identification numbers assigned, by reason for assignment, for each year 1946-49.

[1945=100.0]

Reason for assignment	1946	1947	1948	1949
Total	169.7	164.2	143.6	124.6
New business	272.5	236.6	210.9	176.1
Business transfer and reorganization	160.0	152.6	134.8	120.2
Other	116.2	126.8	108.4	96.0

As a result of the relatively large increase in the number of identification numbers assigned to newly formed businesses, the proportion of all assignments attributable to this cause increased from 25 percent in 1945 to 39 percent in 1946; in 1949 it was 35 percent. Business transfers and reorganizations, on the other hand, which accounted for 45 percent of all employer identification numbers assigned in 1945, accounted for 41–43 percent of the total during 1946–49, while the relative number of assignments attributable to the other reasons declined from 30 percent to between 20 and 23 percent during the same period. The percentage distribution of all identification numbers assigned during each of the years 1945–49, by reason for assignment, is shown below.

Reason for assignment	1945	1946	1947	1948	1949
Total	100.0	100.0	100.0	100.0	100.0
New business	25.0	39.0	35.7	36.2	34.7
Business transfer and reorganization	45.1	41.1	41.4	41.6	42.7
Other	29.9	19.9	22.9	22.2	22.6

Although each industry group shared in the postwar expansion, the increases in the number of employer identification numbers assigned were greatest in the industries that had been most affected by the war emergency. Thus, the index of change (with 1945 as the base period) was largest in 1946 in contract construction, wholesale trade, and the manufacturing industries; it was smallest in mining and in finance, insurance, and real estate. Although the number of issuances steadily declined from the 1946 peak in practically all industry groups, in 1949 it had fallen below the 1945 level only in manufacturing, in transportation and communication, and in finance, insurance, and real estate (table 1).

There were also wide variations

Table 3.—*Index of change in the number of employer identification numbers assigned because of business transfer and reorganization, by industry, 1946–49*

[1945=100.0]

Industry	1946	1947	1948	1949
Total [1]	160.0	152.6	134.8	120.2
Agriculture, forestry, and fishing	142.5	138.5	119.1	108.5
Mining	142.7	151.0	162.5	126.6
Contract construction	232.8	265.9	245.1	214.5
Manufacturing	199.4	179.9	136.4	106.6
Transportation and communication	164.8	170.1	138.1	111.7
Wholesale trade	209.6	207.1	162.3	130.6
Retail trade	148.9	141.0	130.6	104.9
Finance, insurance, and real estate	136.6	116.7	104.0	96.0
Service industries	156.4	146.1	122.2	103.6

[1] Includes cases in which the industry was not reported and those not elsewhere classified.

Table 4.—*Index of change in the number of employer identification numbers assigned on account of "other" reasons,[1] by industry, 1946–49*

[1945=100.0]

Industry	1946	1947	1948	1949
Total [2]	116.2	126.8	108.4	96.0
Agriculture, forestry, and fishing	104.0	114.6	94.7	89.3
Mining	52.5	56.2	53.2	49.0
Contract construction	115.8	117.2	102.8	85.8
Manufacturing	72.2	74.4	49.8	38.0
Transportation and communication	95.5	102.5	85.0	67.2
Wholesale trade	120.0	123.2	90.1	72.3
Retail trade	132.9	140.7	112.4	87.6
Finance, insurance, and real estate	95.4	93.0	79.6	68.1
Service industries	126.6	131.7	106.0	82.5

[1] Includes employer identification numbers issued to employers who for the first time hired 1 or more workers in covered jobs, who moved to another internal revenue district, and who were assigned numbers for miscellaneous other reasons.

[2] Includes cases in which the industry was not reported and those not elsewhere classified.

[2] The figure for 1950 excludes about 6,000 numbers assigned in that year to employers whose employees were covered for the first time on January 1, 1951, as a result of the Social Security Act Amendments of 1950.

from industry to industry in the number of employer identification numbers assigned since 1945, for each reason-for-assignment category.

New business.—Between 1945 and 1946 the number of identification numbers assigned to newly formed businesses practically doubled or trebled in each industry group, but the index in 1946, based on 1945 as 100, shows the largest increases in contract construction, manufacturing, and wholesale trade and the smallest increases in mining and in finance, insurance, and real estate. While the number assigned to new businesses decreased after 1946, the extent of the decline varied considerably among the industry groups (table 2).

Business transfer and reorganization.—The increase in the number of employer identification numbers assigned because of business transfers and reorganizations was considerably smaller than the number assigned because of new business formations, but the variations by industry were just as wide (table 3).

Other reasons.—In contrast, there was a decline between 1945 and 1946 in the number of assignments made to employers who for the first time hired one or more workers in covered jobs, who moved to another internal revenue district, and who were assigned numbers for miscellaneous other reasons. In 1946 the index of change in the number of employer identification numbers issued for these reasons was largest in retail trade and in the service industries and smallest in manufacturing and mining (table 4). In 1949, fewer numbers were assigned in this category than in 1945 in every group.

*Recent Publications**

Social Security Administration

CHILDREN'S BUREAU. *Children Living in Selected Public Institutions, December 31, 1947.* Washington: The Bureau, 1950. 12 pp. Processed.

Includes charts showing number of children, their ages, and the length of time spent in public institutions. Limited free distribution; apply to the Children's Bureau, Social Security Administration, Washington 25, D. C.

General

BOYLE, GEORGE. *The Poor Man's Prayer: The Story of Credit Union Beginnings.* New York: Harper & Brothers, 1951. 207 pp. $2.50.

Tells the story of the life and work of Alphonse Desjardins, pioneer in the North American credit union movement.

EMMERICH, HERBERT. *Essays on Federal Reorganization.* University, Alabama: University of Alabama Press, 1950. 159 pp. $2.50.

Discusses the reorganization of the Federal Government, emphasizing its relationship to the problem of making democracy work.

GILES, Y. RICHARD. *Credit for the Millions: The Story of Credit Unions.* New York: Harper & Brothers, 1951. 208 pp. $2.50.

Describes the growth, organization, and methods of operation of credit unions, as well as the philosophy underlying the credit union movement.

Retirement and Old Age

ALTMEYER, ARTHUR J. "And Now a Pension for Proprietors." *Dun's Review,* New York, Dec. 1950, pp. 17–19 ff. 35 cents.

The Commissioner for Social Security explains the new benefits for the self-employed provided by the 1950 amendments to the Social Security Act.

BROWER, F. BEATRICE. "Changing Pension Patterns." *Conference Board Management Record,* New York, Vol. 13, Jan. 1951, pp. 9–12.

Includes three tables showing the main provisions of recently announced pension plans.

CERNY, FRANTISEK. "Pension Insurance in Rumania." *Bulletin of the International Social Security Association,* Geneva, Oct.-Nov. 1950, pp. 18–22.

Employment

INDUSTRIAL RELATIONS RESEARCH ASSOCIATION. *Proceedings of the Second Annual Meeting . . . New York City, December 29–30, 1949.* Milton Derber, editor. (Industrial Relations Research Association, Publication No. 4.) Champaign, Ill.: The Association, 1950. 299 pp.

Includes Labor's Approach to the Retirement Problem, by Harry Becker; Pension Plans Under Collective Bargaining: An Evaluation of Their Social Utility, by Robert M. Ball; and What Shall We Have: Retirement Benefit or Superannuation Plans? by Solomon Barkin.

MCNICKLE, ROMA K. "Womanpower in Mobilization." *Editorial Research Reports,* Washington, Vol. 1, Jan. 24, 1951, pp. 45–61. $1.

Includes a discussion of the community services that should be provided to care for the children of working mothers.

STRONG, JAY V. *Employee Benefit Plans in Operation.* (University of Michigan, Bureau of Industrial Relations, Report No. 4.) Washington: Bureau of National Affairs, Inc., 1951. 348 pp. $5.

Public Welfare and Relief

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Discusses the amendment establishing the new Federal grant program for aid to the permanently and totally

(Continued on page 26)

* Prepared in the Library, Federal Security Agency. The inclusion of prices of publications in this list is intended as a service to the reader, but orders must be directed to publishers or booksellers and not to the Social Security Administration or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Current Operating Statistics

Table 1.—*Selected social insurance and related programs, by specified period, 1940–51*

[In thousands; with this issue, data for Civil Service Commission retirement and disability benefits are revised; data corrected to Mar. 15, 1951]

Year and month	Total [1]	Retirement, disability, and survivor programs												Unemployment insurance programs			Readjustment allowances to self-employed veterans [13]
		Monthly retirement and disability benefits [2]				Survivor benefits						Temporary disability benefits [9]					
						Monthly				Lump-sum [7]							
		Social Security Act	Railroad Retirement Act	Civil Service Commission [3]	Veterans Administration	Social Security Act [4]	Railroad Retirement Act [5]	Civil Service Commission [3]	Veterans Administration [6]	Social Security Act	Other [8]	State laws [10]	Railroad Unemployment Insurance Act [11]	State laws [10]	Servicemen's Readjustment Act [12]	Railroad Unemployment Insurance Act [11]	
	Number of beneficiaries																
1950																	
January	----------	1,738.0	242.5	149.7	2,344.9	1,043.8	129.5	13.4	973.2	16.4	10.9	30.2	39.7	2,077.6	65.3	170.5	2.0
February	----------	1,770.1	243.5	150.5	2,347.5	1,054.7	130.6	14.0	978.4	17.1	9.8	29.0	30.4	2,027.8	64.3	160.3	2.0
March	----------	1,795.1	245.7	133.9	2,352.3	1,066.4	132.1	14.9	977.2	20.7	11.8	32.1	31.4	2,097.6	61.4	164.0	2.2
April	----------	1,813.3	247.3	152.4	2,358.5	1,075.4	133.4	15.5	981.0	17.2	12.0	30.5	27.7	1,559.4	48.7	91.2	2.1
May	----------	1,827.2	249.1	153.9	2,362.9	1,084.4	135.1	16.3	982.9	18.5	12.7	34.5	28.3	1,567.2	36.2	66.9	2.1
June	----------	1,839.3	250.7	155.1	2,368.2	1,091.1	136.6	17.1	991.2	18.0	11.5	32.8	26.6	1,388.4	28.9	46.9	2.0
July	----------	1,852.9	251.6	155.8	2,343.1	1,093.2	137.6	17.5	995.1	16.0	10.1	31.3	25.5	1,158.2	26.9	45.8	1.7
August	----------	1,867.1	252.6	157.4	2,347.6	1,100.0	138.5	18.5	998.2	16.2	11.5	30.1	33.5	982.8	21.3	44.7	1.4
September	----------	1,917.8	253.6	158.5	2,352.6	1,108.6	139.1	20.3	1,000.7	12.0	9.8	28.3	31.5	805.9	13.8	31.7	1.0
October	----------	2,062.7	254.3	159.5	2,358.2	1,119.6	140.1	23.5	1,004.7	11.9	10.4	30.7	33.4	651.5	7.1	32.6	.7
November	----------	2,209.2	255.1	160.0	2,361.7	1,137.0	141.0	24.1	1,007.6	16.7	10.4	28.2	33.9	733.7	5.5	30.9	.4
December	----------	2,323.0	255.6	160.8	2,365.8	1,154.2	141.7	24.9	1,010.1	19.6	9.5	27.2	32.1	832.0	5.8	34.9	.3
1951																	
January	----------	2,428.9	256.3	161.8	2,364.9	1,176.4	142.5	25.7	1,000.6	33.0	11.1	29.1	39.3	982.6	6.0	50.5	.3
	Amount of benefits [14]																
1940	$1,188,702	$21,074	$114,166	$62,019	$317,851	$7,784	$1,448	--------	$105,696	$11,736	$12,267	--------	--------	$518,700	----------	$15,961	--------
1941	1,085,488	55,141	119,912	64,933	320,561	25,454	1,559	--------	111,799	13,328	13,943	--------	--------	344,321	----------	14,537	--------
1942	1,130,721	80,305	122,806	68,115	325,265	41,702	1,603	--------	111,193	15,038	14,342	--------	--------	344,084	----------	6,268	--------
1943	921,465	97,257	125,795	72,961	331,350	57,763	1,704	--------	116,133	17,830	17,255	$2,857	--------	79,643	----------	917	--------
1944	1,118,798	119,009	129,707	77,193	456,279	76,942	1,765	--------	144,302	22,146	19,238	5,035	--------	62,385	$4,113	582	$102
1945	2,065,566	157,391	137,140	83,874	697,830	104,231	1,772	--------	254,238	26,135	23,431	4,669	--------	445,866	114,955	2,359	11,675
1946	5,149,761	230,285	149,188	94,585	1,263,984	130,139	1,817	--------	333,640	27,267	30,610	4,761	--------	1,094,850	1,491,294	39,917	252,424
1947	4,700,827	299,830	177,053	106,876	1,676,029	153,109	19,283	--------	382,515	29,517	33,115	26,025	$11,368	776,164	772,368	39,401	198,174
1948	4,510,041	366,887	208,642	132,852	1,711,182	176,736	36,011	$918	413,912	32,315	32,140	35,572	30,843	793,265	426,569	28,599	83,598
1949	5,693,462	454,483	240,893	158,973	1,692,215	201,369	39,257	4,317	477,406	33,158	31,771	58,448	30,103	1,737,279	386,635	103,596	43,559
1950	5,354,094	[15] 717,149	254,240	175,787	1,732,208	[15] 301,000	43,884	8,409	491,579	32,740	33,578	[15] 67,530	28,099	1,373,426	32,995	59,804	1,606
1950																	
January	504,674	39,997	20,095	14,287	152,801	17,037	3,278	508	40,794	2,739	2,642	2,856	3,454	186,383	5,753	11,876	174
February	478,177	40,829	20,179	13,997	148,283	17,246	3,308	527	40,471	2,846	2,510	2,595	2,490	167,212	5,069	10,450	165
March	505,401	41,488	20,350	13,404	150,025	17,468	3,348	573	41,403	3,436	2,963	3,295	2,874	187,215	5,712	11,637	210
April	446,076	41,992	20,462	14,195	147,235	17,647	3,384	568	40,555	2,862	3,028	2,852	2,459	138,968	3,838	5,822	189
May	445,447	42,371	20,587	14,332	148,663	17,825	3,430	614	41,065	3,080	3,202	3,331	2,625	136,778	3,185	4,153	206
June	423,350	42,712	20,712	14,447	145,908	17,969	3,470	624	41,026	3,016	2,922	3,169	2,387	119,430	2,526	2,848	184
July	398,175	43,090	20,772	14,487	139,891	18,035	3,500	655	40,642	2,675	2,661	2,952	2,131	99,718	2,209	2,590	167
August	390,504	43,466	20,843	14,861	141,510	18,175	3,530	691	41,207	2,704	2,907	3,062	3,038	89,681	1,988	2,697	144
September	411,640	78,886	20,910	15,319	138,403	35,129	3,549	850	41,001	2,021	2,431	2,753	2,796	64,458	1,126	1,917	91
October	412,821	82,940	20,963	15,399	141,532	35,413	3,575	899	40,873	1,927	3,013	2,900	3,060	57,533	629	2,102	63
November	419,756	87,112	21,016	15,507	138,769	35,815	3,604	927	41,056	2,540	2,804	2,751	3,033	62,389	487	1,906	40
December	429,377	90,603	21,060	15,554	139,188	36,254	3,625	953	41,486	2,894	2,496	2,675	2,979	66,969	464	2,145	32
1951																	
January	462,725	94,007	21,113	15,825	139,445	36,875	3,647	997	41,642	4,779	2,846	2,974	3,401	91,560	554	3,087	23

[1] Not comparable with totals in earlier issues of the *Bulletin* because of revisions in Civil Service Commission data (see footnote 3).

[2] Under the Social Security Act, retirement benefits—old-age (primary) benefits, wife's benefits, husband's benefits (first payable Sept. 1950), and benefits to children of old-age beneficiaries—partly estimated. Under the other 3 systems, benefits for age and disability.

[3] Data for civil-service retirement and disability fund. With this issue revised to exclude noncontributory payments made under the Panama Canal Construction Annuity Act to persons who worked on Canal construction from 1904 to 1914 or to their widows. Through June 1948, retirement and disability benefits include payments to survivors under joint and survivor elections; beginning July 1948, payments under survivor provisions shown as survivor benefits.

[4] Mother's (widow's current), widow's, widower's (first payable Sept. 1950), parent's, and child's benefits. Partly estimated.

[5] Annuities to widows under joint and survivor elections; 12-month death-benefit annuities to widows and next of kin, and, beginning February 1947, widow's, widow's current, parent's, and child's benefits.

[6] Payments to widows, parents, and children of deceased veterans.

[7] Number of decedents on whose account lump-sum payments were made.

[8] Payments under the Railroad Retirement Act and Federal civil-service and veterans' programs.

[9] First payable in Rhode Island, April 1943; in California, December 1946; in New Jersey, January 1949; in New York, July 1950 (data not available); and under the railroad program, July 1947. Excludes hospital benefits in California; also excludes private plans in California and New Jersey except for calendar-year totals.

[10] Represents average weekly number of beneficiaries.

[11] Represents average number of beneficiaries in a 14-day registration period.

[12] Readjustment allowances to unemployed veterans; from 1 to 2 percent of number and amount shown represents allowances for illness and disability after establishment of unemployment rights. Number represents average weekly number of continued claims.

[13] Claims paid under the Servicemen's Readjustment Act.

[14] Payments: amounts certified, under the Social Security Act, the Railroad Retirement Act, and the Railroad Unemployment Insurance Act; disbursements for Veterans Administration programs except the readjustment allowance program; checks issued, under the State unemployment insurance and temporary disability laws and under the Servicemen's Readjustment Act; for civil-service programs, disbursements through June 1949 and authorizations beginning July 1949. Adjusted on annual basis except for Civil Service Commission data, which are adjusted monthly.

[15] Preliminary.

Source: Based on reports of administrative agencies.

Table 2.—*Contributions and taxes collected under selected social insurance and related programs, by specified period, 1948–51*

[In thousands]

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions [1]	Federal civil-service contributions [2]	Taxes on carriers and their employees	State unemployment contributions [3]	Federal unemployment taxes [4]	Railroad unemployment insurance contributions [5]
Fiscal year:						
1948–49	$1,690,296	$553,461	$563,833	$988,965	$222,850	$9,816
1949–50	2,106,388	662,262	550,172	1,094,406	226,306	18,855
7 months ended:						
January 1949	912,121	407,396	286,914	635,349	44,794	4,999
January 1950	896,917	507,690	287,919	639,552	55,994	7,918
January 1951	1,542,149	536,415	284,462	740,518	50,015	12,058
1950						
January	46,788	30,702	948	86,317	19,685	383
February	397,530	29,782	4,871	124,235	141,161	204
March	229,491	36,109	123,100	8,166	9,461	4,899
April	85,657	29,554	3,229	104,439	3,692	363
May	274,447	32,642	5,881	211,946	14,275	197
June	222,345	32,486	125,171	6,068	1,723	5,273
July	200,876	32,326	875	121,218	1,785	222
August	316,310	31,398	10,492	205,106	13,470	127
September	185,074	[6] 333,303	125,988	6,035	1,347	5,665
October	181,498	34,085	2,763	116,786	1,980	17
November	287,928	32,168	9,817	191,143	12,398	168
December	239,131	29,178	132,961	9,980	2,716	5,837
1951						
January	131,331	33,958	1,567	90,250	16,319	22

[1] Represents contributions of employees and employers in employments covered by old-age and survivors insurance.

[2] Represents employee and Government contributions to the civil-service retirement and disability fund (including Alaska Railroad, Canal Zone, and Office of the Comptroller of the Currency retirement and disability funds integrated since July 1949 with principal fund); Government contributions are made in 1 month for the entire fiscal year.

[3] Represents deposits in State clearing accou...] of contributions plus penalties and interest collected from employers and, in 2 States, contributions from employees; excludes contributions collected for deposit in State sickness insurance funds. Data reported by State agencies; corrected to Feb. 20, 1951.

[4] Represents taxes paid by employers under the Federal Unemployment Tax Act.

[5] Beginning 1947, also covers temporary disability insurance.

[6] Represents contributions of $28.3 million from employees, and contributions for fiscal year 1950–51 of $305.0 million from the Federal Government.

Source: *Daily Statement of the U. S. Treasury*, unless otherwise noted.

Table 3.—*Federal appropriations and expenditures under Social Security Administration programs, by specified period, 1949–51*

[In thousands]

Item	Fiscal year 1949–50		Fiscal year 1950–51	
	Appropriations [1]	Expenditures through January 1950 [2]	Appropriations [1]	Expenditures through January 1951 [2]
Total	$1,856,547	$1,139,454	$2,174,895	$1,502,269
Administrative expenses	49,281	35,617	57,645	40,352
Federal Security Agency, Social Security Administration	49,179	28,118	[3] 57,536	31,485
Department of Commerce, Bureau of the Census	102	58	109	58
Department of the Treasury [4]	([5])	7,440	([5])	8,809
Grants to States	1,080,000	695,692	1,310,250	738,893
Old-age assistance	1,038,000	512,627	1,280,000	518,563
Aid to the blind		14,514		14,878
Aid to the dependent children		151,425		185,685
Maternal and child health services	11,000	8,504	30,250	9,381
Services for crippled children	7,500	5,758		6,678
Child welfare services	3,500	2,864		3,710
Benefit payments, old-age and survivors insurance	[6] 727,266	[6] 408,145	[7] 807,000	[6] 723,024

[1] Excludes unexpended balance of appropriations for preceding fiscal year.

[2] Includes expenditures from unexpended balance of appropriations for preceding fiscal year.

[3] Excludes $933,445 transferred from the old-age and survivors insurance trust fund to the Office of the Administrator, Federal Security Agency.

[4] Amounts expended by the Treasury in administering title II of the Social Security Act and Federal Insurance Contributions Act, reimbursed from the old-age and survivors insurance trust fund to the general fund of the Treasury.

[5] Not available because not separated from appropriations for other purposes.

[6] Actual payments from the old-age and survivors insurance trust fund.

[7] Estimated expenditures as shown in 1950–51 budget.

Source: Federal appropriation acts and 1950–51 budget (appropriations); *Daily Statement of the U.S. Treasury* and reports from administrative agencies (expenditures).

Table 4.—*Total Federal cash income and outgo [1] and amounts for programs under the Social Security Act, by specified period, 1949 and 1950*

[In millions; corrected to Feb. 12, 1951]

Classification	1949	1950				
		Total	January–March	April–June	July–September	October–December
Cash income [1]	$41,374	$42,451	$12,242	$9,309	$10,499	$10,401
Social security	2,892	4,082	1,064	924	1,051	1,042
Federal insurance contributions	1,666	2,667	674	582	702	709
Federal unemployment taxes	229	224	170	20	17	17
Deposits in unemployment trust fund [2]	997	1,191	220	322	332	316
Other	38,482	38,369	11,178	8,385	9,448	9,359
Cash outgo [1]	42,642	41,969	10,760	11,105	9,351	10,754
Social security [3]	3,668	3,719	1,075	958	752	936
Administrative expenses, Social Security Administration	48	49	12	11	13	13
Grants to States [4]	1,203	1,329	320	350	306	354
State withdrawals from unemployment trust fund	1,737	1,366	553	399	233	180
Old-age and survivors insurance benefit payments	667	961	186	194	196	385
Administrative expenses, Department of the Treasury [5]	13	15	4	4	4	4
Other	38,974	38,250	9,685	10,147	8,599	9,818

[1] Cash income and outgo represent flow of cash, exclusive of borrowed cash, into and out of the general fund and trust accounts of the Treasury.

[2] Deposits by States of contributions collected under State unemployment insurance laws.

[3] Federal expenditures administered chiefly by the Social Security Administration. Includes administrative expenses of the Bureau of the Census in connection with searching census records for old-age and survivors insurance; excludes, since Aug. 20, 1949, administrative expenditures of the Bureau of Employment Security.

[4] Includes grants for employment security administration, old-age assistance, aid to the blind, aid to dependent children, and maternal and child health and welfare services; and, beginning in the last quarter of 1950, for aid to the permanently and totally disabled.

[5] In connection with old-age and survivors insurance.

Source: Total Federal cash income and outgo from *Treasury Bulletin;* other data from *Daily Statement of the U. S. Treasury.*

Table 5.—*Status of the old-age and survivors insurance trust fund, by specified period, 1937–51*

[In thousands]

Period	Receipts		Expenditures		Assets			
	Appropriations [1]	Interest received	Benefit payments	Administrative expenses	Net total of U. S. Government securities acquired [2]	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937–January 1951	$16,685,654	$1,659,938	$4,098,580	$428,144	$13,528,349	$204,080	$86,438	$13,818,867
Fiscal year:								
1948–49	1,693,575	230,194	607,036	53,465	1,293,891	66,870	12,409	11,309,949
1949–50	2,109,992	256,778	727,266	56,841	1,414,152	79,928	167,861	12,892,612
7 months ended:								
January 1949	915,372	111,898	337,440	30,937	618,981	67,597	82,216	10,705,573
January 1950	900,521	124,305	408,145	33,547	537,326	79,566	45,520	11,893,083
January 1951	1,545,843	142,659	723,024	39,222	883,536	204,080	86,438	13,818,867
1950								
January	46,788	96,940	60,666	5,900	40,003	79,566	45,520	11,893,083
February	397,530	----------	61,990	4,584	130,000	77,454	248,589	12,224,039
March	229,491	10,871	63,612	4,585	249,918	84,825	163,466	12,396,205
April	85,657	----------	64,045	4,637	130,000	83,831	51,435	12,413,181
May	274,447	----------	64,701	4,730	58,000	82,073	200,210	12,618,197
June	222,345	121,603	64,774	4,758	308,908	79,928	167,861	12,892,612
July	200,876	----------	64,788	4,519	210,000	88,284	81,074	13,024,181
August	316,310	----------	63,998	6,212	67,000	148,162	200,296	13,270,281
September	185,074	10,871	67,158	5,657	162,918	152,843	155,828	13,393,411
October	181,498	----------	120,928	5,136	130,000	174,825	59,279	13,448,844
November	291,622	----------	127,517	5,361	35,000	184,208	173,644	13,607,588
December	239,131	16,714	136,917	5,249	80,908	185,401	202,217	13,721,206
1951								
January	131,331	115,074	141,717	7,086	197,700	204,080	86,438	13,818,867

[1] Beginning July 1940, equals taxes collected under the Federal Insurance Contributions Act; beginning with the fiscal year 1947, includes amounts appropriated to meet administrative and other costs of benefits payable to survivors of certain World War II veterans as provided under the Social Security Act Amendments of 1946.

[2] Includes accrued interest and repayments on account of accrued interest on bonds at time of purchase.

Source: *Daily Statement of the U. S. Treasury.*

Table 6.—*Status of the unemployment trust fund, by specified period, 1936–51*

[In thousands]

Period	Total assets at end of period	Net total of U. S. Government securities acquired [1]	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account [3]			
				Deposits	Interest credited	Withdrawals [2]	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period [3] [4]
Cumulative, January 1936–January 1951	$7,666,316	$7,639,229	$27,087	$14,328,312	$1,258,707	[5]$8,689,140	$6,897,879	$893,979	$127,311	$428,595	$768,437
Fiscal year:											
1948–49	8,182,417	−160,067	44,085	984,031	160,033	1,227,115	7,282,730	77	20,067	76,978	899,687
1949–50	7,437,896	−724,068	23,633	1,098,795	149,046	1,879,000	6,651,571	9,728	18,020	143,904	786,325
7 months ended:											
January 1949	8,437,274	107,967	30,909	571,701	80,325	519,077	7,498,730	32	10,162	32,916	938,544
January 1950	7,654,661	−522,034	38,363	593,223	76,656	1,114,272	6,838,337	3,166	9,436	97,258	816,324
January 1951	7,666,316	224,965	27,087	682,613	73,279	509,584	6,897,879	7,279	8,280	33,448	768,437
1950											
January	7,654,661	−80,000	38,363	36,829	64,800	187,667	6,838,337	15	7,977	15,357	816,324
February	7,649,133	−21,000	53,835	169,535	132	163,245	6,844,759	122	16	12,088	804,374
March	7,453,045	−177,007	34,755	13,678	4,158	202,208	6,660,386	2,798	512	15,025	792,659
April	7,342,616	−110,000	34,325	31,449	591	134,775	6,557,652	360	70	8,125	784,964
May	7,476,118	137,000	30,828	280,437	117	141,000	6,697,206	119	14	6,184	778,912
June	7,437,896	−31,027	23,633	10,473	67,392	123,500	6,651,571	3,164	7,972	5,223	786,325
July	7,380,064	−63,000	28,801	35,113	42	89,020	6,597,705	208	5	4,179	782,359
August	7,578,176	210,000	16,913	287,556	----------	84,275	6,800,986	76	----------	5,245	777,190
September	7,530,538	−45,007	14,282	9,322	3,664	59,950	6,754,022	3,399	432	4,504	776,517
October	7,507,116	−28,000	18,860	37,516	188	56,650	6,735,076	10	22	4,508	772,041
November	7,704,302	198,000	18,046	256,760	----------	55,120	6,936,716	101	----------	4,555	767,586
December	7,663,410	−47,027	24,181	21,884	5,823	68,145	6,896,278	3,472	675	4,602	767,131
1951											
January	7,666,316	----------	27,087	34,463	63,563	96,425	6,897,879	13	7,147	3,854	768,437

[1] Includes accrued interest and repayments on account of interest on bonds at time of purchase; minus figures represent primarily net total of securities redeemed.

[2] Includes transfers from State accounts to railroad unemployment insurance account amounting to $107,161,000.

[3] Beginning July 1947, includes temporary disability program.

[4] Includes transfers from railroad unemployment insurance administration fund amounting to $80,919,000 and transfers of $12,338,000 from the railroad unemployment insurance account to adjust funds available for administrative expenses on account of retroactive credits taken by contributors under the Railroad Unemployment Insurance Act Amendments of 1948.

[5] Includes withdrawals of $79,169,000 for disability insurance benefits.

Source: *Daily Statement of the U. S. Treasury.*

Table 7.—*Old-age and survivors insurance: Monthly benefits[1] in current-payment status[2] at the end of the month, by type of benefit and by month, January 1950–January 1951, and monthly benefits awarded by type of benefit, January 1951*

[Amounts in thousands; data corrected to Feb. 23, 1951]

Item	Total		Old-age		Wife's or husband's		Child's		Widow's or widower's		Mother's		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Monthly benefits in current-payment status at end of month:														
1950														
January	2,781,800	$57,034.1	1,308,643	$34,105.7	396,750	$5,473.4	644,114	$8,500.2	265,773	$5,539.3	152,987	$3,229.0	13,533	$186.5
February	2,824,829	58,074.3	1,332,875	34,815.0	404,014	5,587.0	649,758	8,586.0	270,384	5,640.9	154,177	3,257.6	13,621	187.9
March	2,861,536	58,956.6	1,351,985	35,380.8	409,330	5,671.9	655,558	8,673.6	276,050	5,764.9	154,884	3,275.7	13,729	189.7
April	2,888,715	59,639.4	1,365,504	35,807.4	413,456	5,741.3	659,584	8,736.3	280,890	5,871.7	155,432	3,290.2	13,849	191.5
May	2,911,562	60,195.6	1,375,882	36,128.7	416,365	5,791.5	663,610	8,799.1	285,753	5,978.4	155,957	3,304.3	13,995	193.6
June	2,930,357	60,681.5	1,384,823	36,415.8	419,123	5,840.0	665,351	8,828.7	290,307	6,079.8	156,664	3,322.2	14,089	194.9
July	2,946,096	61,124.8	1,394,920	36,734.7	422,448	5,896.3	663,858	8,810.3	293,915	6,159.8	156,792	3,327.6	14,163	196.1
August[3]	2,967,055	61,640.7	1,405,592	37,051.6	425,604	5,949.9	666,102	8,845.8	297,999	6,262.0	157,503	3,343.7	14,255	197.6
September	3,026,332	114,015.1	1,444,772	67,353.8	436,624	10,696.5	669,716	18,780.4	302,435	11,077.3	158,391	5,578.4	14,394	528.8
October	3,182,342	118,352.9	1,563,318	70,955.8	459,990	11,113.8	676,758	18,929.3	305,790	11,199.9	162,066	5,624.2	14,430	529.9
November	3,346,167	122,926.5	1,681,370	74,621.1	486,238	11,581.5	688,119	19,144.2	309,840	11,336.1	166,111	5,711.6	14,489	532.0
December	3,477,243	126,856.5	1,770,984	77,678.3	508,350	11,994.9	699,653	19,364.9	314,148	11,479.9	169,438	5,800.8	14,670	537.8
1951														
January	3,605,235	130,882.8	1,850,207	80,584.4	532,187	12,477.3	715,138	19,699.2	319,472	11,663.7	173,354	5,912.6	14,877	545.5
Monthly benefits awarded in January 1951	152,194	4,835.6	89,688	3,311.0	27,787	569.6	20,599	461.4	7,136	255.2	6,654	225.9	330	12.6

[1] Effective Sept. 1, 1950, under the Social Security Act Amendments of 1950: (1) husband's and widower's insurance benefits became payable; (2) the terms "primary insurance benefit" and "widow's current insurance benefit" were changed to "old-age insurance benefit" and "mother's insurance benefit," respectively.

[2] Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount that is less than the current month's benefit.

[3] Partly estimated.

Table 8.—*Old-age and survivors insurance: Number of monthly benefits[1] withheld, by reason for withholding payment and type of benefit, December 31, 1950*

[Corrected to Mar. 1, 1951]

Reason for withholding payment[2]	Total	Old-age	Wife's or husband's	Child's	Widow's or widower's	Mother's	Parent's
Total	291,766	180,748	44,344	20,115	3,454	42,989	116
Employment of beneficiary	230,948	175,785	1,910	10,408	2,791	40,010	44
Employment of old-age beneficiary on whose wages benefit is based	46,648		41,789	4,859			
Failure to have care of an entitled child	1,462		4			1,458	
Previous payment of lump-sum attainment claim	70	49	10		11		
Payee not determined	3,288	602	75	2,404	109	91	7
All other	9,350	4,312	556	2,444	543	1,430	65

[1] Effective Sept. 1, 1950, under the Social Security Act Amendments of 1950: (1) husband's and widower's insurance benefits became payable; (2) the terms "primary insurance benefit" and "widow's current insurance benefit" were changed to "old-age insurance benefit" and "mother's insurance benefit," respectively.

[2] As provided under section 203 of the amended act except for the reason "payee not determined," in which case benefit payments are accrued pending determination of guardian or other appropriate payee. When 2 or more reasons for withholding are reported simultaneously, the case is classified under the first listed reason. In all other instances in which 2 or more reasons apply, the first reported reason is the one recorded.

RECENT PUBLICATIONS

(Continued from page 22)

disabled, as well as the provisions permitting Federal sharing in payments for medical care for assistance recipients and Federal aid to recipients in public medical institutions.

PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Current Living Costs as Related to Standards of Public Assistance in Pennsylvania as of December 1950.* Harrisburg: The Department, Jan. 1951. 27 pp. Processed.

RAWLEY, CALLMAN. "What Is Professional Administration in a Casework Agency?" *Social Work Journal,* New York, Vol. 32, Jan. 1951, pp. 14–18 f. $2 a year.

Social Work Year Book, 1951: A Description of Organized Activities in Social Work and in Related Fields. Margaret B. Hodges, editor. New York: American Association of Social Workers, 1951. 696 pp. $5.

Maternal and Child Welfare

AMERICAN OPTOMETRIC ASSOCIATION. COMMITTEE ON VISUAL PROBLEMS OF SCHOOL CHILDREN. *Report to Midcentury White House Conference on Children and Youth.* Milwaukee, Wis.: The Committee, 1950. 25 pp. Processed.

"Midcentury White House Conference on Children and Youth . . . A Special Section." *The Survey,* New York, Vol. 87, Jan. 1951, pp. 17–30. 50 cents.

Includes Youth in Today's World: Conference Report, by Kathryn Close; Moving Ahead, by Melvin A. Glasser;

(Continued on page 28)

Table 9.—*Employment security: Selected data on nonfarm placements and unemployment insurance claims and benefits, by State, January 1951*

[Corrected to Feb. 28, 1951]

Region and State	Nonfarm placements	Initial claims [1]		Weeks of unemployment covered by continued claims		Compensated unemployment					Average weekly insured unemployment under all programs [4]
						All types of unemployment [2]			Total unemployment		
		Total	Women	Total	Women	Weeks compensated	Benefits paid [3]	Average weekly number of beneficiaries	Weeks compensated	Average weekly payment	
Total, 52 States	485,788	1,053,631	[5] 374,000	5,413,324	[5] 2,174,000	4,519,828	$91,559,693	982,571	[5] 4,181,000	[5] $20.90	1,196,998
Region I:											
Connecticut	9,605	17,029	7,975	63,961	33,774	48,900	934,641	10,630	45,585	19.78	13,582
Maine	2,191	5,416	1,846	50,121	22,916	43,008	608,473	9,350	37,580	14.48	10,308
Massachusetts	20,965	40,110	14,390	240,276	98,092	206,298	4,550,417	44,847	186,957	23.36	50,100
New Hampshire	1,707	5,127	1,810	28,128	13,631	24,739	401,505	5,378	21,082	17.38	5,845
Rhode Island	3,552	9,591	4,710	49,404	25,809	44,410	924,916	9,654	42,505	21.32	10,569
Vermont	744	1,384	494	8,382	3,833	7,156	126,475	1,556	6,167	18.87	1,699
New York	66,297	184,315	(7)	1,072,507	(7)	964,398	21,585,535	209,652	939,947	22.38	217,868
Region II:											
Delaware	934	2,553	536	8,485	2,048	7,164	132,550	1,557	6,331	19.41	1,855
New Jersey	12,294	44,485	18,620	238,702	127,212	213,786	4,403,076	46,475	185,393	21.78	51,416
Pennsylvania	20,404	86,851	33,060	385,847	156,108	322,832	6,359,703	70,181	290,584	20.49	82,950
Region III:											
District of Columbia	5,081	3,371	741	14,828	5,573	12,273	219,361	2,668	12,085	17.93	3,365
Maryland	5,357	10,956	3,200	57,084	18,640	57,446	1,063,399	12,488	50,967	19.33	13,251
North Carolina	11,656	16,194	8,905	84,322	49,460	69,536	980,328	15,117	65,824	14.42	18,111
Virginia	6,116	8,922	3,626	41,325	16,821	34,930	535,149	7,593	33,341	15.56	8,801
West Virginia	2,214	11,669	2,669	66,165	17,308	57,991	957,356	12,607	49,264	17.67	14,327
Region IV:											
Kentucky	2,838	12,577	4,124	67,563	19,184	54,337	876,392	11,812	50,745	16.53	14,398
Michigan	12,177	68,278	15,945	291,362	81,828	206,624	4,911,924	44,918	197,848	24.29	55,082
Ohio	26,703	42,559	15,673	190,507	73,621	144,835	3,087,420	31,486	131,464	22.12	41,049
Region V:											
Illinois	18,690	56,318	20,820	351,649	132,818	299,794	6,304,716	65,173	245,746	23.09	76,728
Indiana	9,590	20,267	6,973	69,977	25,755	54,850	946,978	11,924	50,176	18.07	14,845
Minnesota	8,148	18,891	5,509	85,405	25,145	62,882	1,106,964	13,670	58,531	18.02	19,474
Wisconsin	9,192	13,184	3,813	62,984	20,171	38,718	820,992	8,417	35,654	21.64	13,891
Region VI:											
Alabama	11,582	12,183	2,801	70,598	18,138	54,154	827,530	11,773	51,514	15.57	15,289
Florida	16,411	11,971	5,253	55,082	26,125	32,583	444,766	7,083	30,918	13.92	11,619
Georgia	9,142	11,117	5,224	58,635	34,211	49,092	716,382	10,672	46,218	14.84	14,222
Mississippi	6,059	9,628	1,749	44,888	11,233	33,965	464,943	7,384	31,272	14.05	9,922
South Carolina	7,322	9,464	4,142	42,154	19,222	33,868	509,296	7,363	32,055	17.20	9,504
Tennessee	9,613	17,947	6,923	119,959	53,230	87,334	1,254,883	18,986	81,251	14.70	25,860
Region VII:											
Iowa	6,029	7,035	2,258	31,803	11,072	21,790	380,513	4,737	19,230	18.78	7,002
Kansas	7,105	8,050	1,560	28,275	7,533	23,495	468,874	5,108	21,035	20.78	6,434
Missouri	12,729	25,288	9,663	112,418	49,262	72,380	1,153,755	15,735	64,863	16.82	24,481
Nebraska	4,692	4,841	1,099	17,709	4,263	13,457	240,486	2,925	(7)	(7)	4,100
North Dakota	1,160	2,349	337	10,310	1,465	9,198	187,024	2,000	8,484	20.75	2,454
South Dakota	977	2,105	361	9,463	1,864	7,550	132,832	1,641	6,920	18.11	2,142
Region VIII:											
Arkansas	7,894	12,146	2,615	49,081	13,646	31,448	503,183	6,837	29,624	16.61	11,254
Louisiana	6,111	19,730	3,785	84,918	19,454	66,100	1,328,374	14,370	61,022	20.74	18,270
New Mexico	3,854	1,932	315	7,673	1,552	7,439	129,588	1,617	7,224	17.58	2,099
Oklahoma	10,171	10,690	2,668	49,022	14,490	36,873	666,444	8,016	34,864	18.46	11,249
Texas	41,822	14,109	3,763	65,576	22,628	42,352	670,080	9,207	40,130	16.18	13,961
Region IX:											
Colorado	3,788	3,665	856	13,889	4,155	8,790	172,188	1,911	8,350	19.94	3,178
Idaho	1,546	4,743	715	27,318	4,529	19,829	375,812	4,311	19,107	19.18	6,205
Montana	1,541	6,367	1,241	29,214	6,540	18,541	336,052	4,031	18,541	18.12	6,287
Utah	2,893	4,599	1,383	18,614	7,634	13,120	304,602	2,852	12,207	23.82	4,428
Wyoming	734	2,024	337	6,625	1,446	5,400	132,291	1,174	4,979	25.04	1,592
Region X:											
Arizona	3,480	4,071	1,018	14,970	4,827	7,137	147,509	1,552	6,749	20.98	3,302
California	38,299	116,919	43,978	642,479	302,925	616,996	13,420,471	134,130	567,875	22.45	140,015
Nevada	1,387	2,057	657	8,208	3,315	7,450	172,311	1,620	6,988	23.64	1,883
Oregon	4,612	21,125	3,713	101,262	27,587	83,682	1,698,008	18,192	79,546	20.75	22,570
Washington	6,495	24,212	4,653	142,714	40,711	115,942	2,337,094	25,205	110,915	20.42	31,428
Territories:											
Alaska	578	1,421	328	6,148	1,161	10,738	275,832	2,334	10,434	25.83	(8)
Hawaii	1,020	1,796	632	15,425	7,452	12,218	201,208	2,656	9,321	18.98	(8)
Puerto Rico	287										

[1] Excludes transitional claims.
[2] Total, part-total, and partial.
[3] Not adjusted for voided benefit checks and transfers under interstate combined-wage plan.
[4] Unemployment represented by weeks of unemployment claimed under the State and railroad unemployment insurance programs and the veterans' unemployment allowance program. Includes partial and part-total unemployment. State distribution excludes railroad unemployment insurance claims.
[5] Includes estimate for New York.
[6] Includes estimate for Nebraska.
[7] Data not received.
[8] Data not available.

Source: Department of Labor, Bureau of Employment Security, and affiliated State agencies.

Table 10.—*Public assistance in the United States, by month, January 1950–January 1951*[1]

[Exclusive of vendor payments for medical care and cases receiving only such payments]

Year and month	Total	Old-age assistance	Aid to dependent children			Aid to the blind	Aid to the permanently and totally disabled[2]	General assistance	Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	Aid to the permanently and totally disabled[2]	General assistance
			Families	Recipients: Total[3]	Recipients: Children									
	Number of recipients								Percentage change from previous month					
1950														
January		2,749,049	610,437		1,550,191	93,109		596,000		+0.5	+1.9	+0.4		+6.0
February		2,761,507	621,977		1,580,648	93,627		626,000		+.5	+1.9	+.6		+5.1
March		2,760,379	634,676		1,612,478	94,062		652,000		(4)	+2.0	+.5		+4.1
April		2,768,093	641,875		1,628,882	94,453		605,000		+.3	+1.1	+.4		−7.1
May		2,781,696	650,910		1,651,216	94,958		568,000		+.5	+1.4	+.5		−6.2
June		2,790,068	654,217		1,659,766	95,418		525,000		+.3	+.5	+.5		−7.6
July		2,796,769	653,491		1,657,706	95,857		499,000		+.2	−.1	+.5		−4.9
August		2,805,011	655,583		1,663,489	96,255		485,000		+.3	+.3	+.4		−2.8
September		2,809,537	653,693		1,661,004	96,619		469,000		+.2	−.3	+.4		−3.2
October		2,781,617	643,454	2,205,468	1,637,858	96,642	68,676	391,000		−1.0	−1.6	(5)		−16.7
November		2,776,670	638,115	2,188,866	1,624,545	96,941	71,889	385,000		−.2	−.8	+.3	+4.7	−1.5
December		2,769,229	639,652	2,196,312	1,632,236	96,910	79,805	395,000		−.3	+.2	(4)	+11.0	+2.7
1951														
January		2,766,866	641,397	2,203,748	1,639,107	95,521	70,745	418,000		−.1	+.3	−1.4	−11.4	+5.8
	Amount of assistance								Percentage change from previous month					
1950														
January	$201,026,723	$122,786,247	$44,747,555			$4,300,921		$29,192,000	+0.7	+0.3	+0.7	+0.6		+2.8
February	203,130,655	122,334,420	45,635,299			4,318,936		30,842,000	+1.0	−.4	+2.0	+.4		+5.7
March	205,303,492	121,284,952	46,514,197			4,345,343		33,159,000	+1.1	−.9	+1.9	+.6		+7.5
April	201,107,272	120,930,268	46,362,127			4,318,877		29,496,000	−2.0	−.3	−.3	−.6		−11.0
May	199,220,835	122,474,273	45,946,514			4,364,048		26,436,000	−.9	+1.3	−.9	+1.0		−10.4
June	196,950,648	122,350,629	46,034,991			4,394,028		24,171,000	−1.1	−.1	+.2	+.7		−8.6
July	194,692,114	121,785,828	45,843,007			4,390,279		22,673,000	−1.1	−.5	−.4	−.1		−6.2
August	195,100,237	122,687,714	45,956,225			4,412,298		22,044,000	+.2	+.7	+.2	+.5		−2.8
September	194,566,185	123,028,606	46,021,238			4,435,341		21,081,000	−.3	+.3	+.1	+.5		−4.4
October	191,990,114	120,994,186	45,722,103			4,458,814	$2,983,011	17,832,000	−1.3	−1.7	−.6	+.5		−15.4
November	192,452,695	120,846,876	46,133,356			4,468,654	3,278,809	17,725,000	+.2	−.1	+.9	+.2	+9.9	−.6
December	193,109,252	119,942,300	46,442,534			4,476,645	3,825,683	18,422,000	+.3	−.7	+.7	+.2	+16.7	+3.9
1951														
January	194,828,058	120,084,486	47,241,783			4,452,149	3,170,640	19,879,000	+.9	+.1	+1.7	−.5	−17.1	+7.9

[1] For definition of terms see the *Bulletin*, January 1951, p. 21. Excludes programs administered without Federal participation in States administering such programs concurrently with programs under the Social Security Act, and Puerto Rico and the Virgin Islands, for which data are not available for January 1951. All data subject to revision.

[2] Beginning October 1950, includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

[3] Program initiated in October 1950 under Public Law 734.

[4] Decrease of less than 0.05 percent.

[5] Increase of less than 0.05 percent.

(Continued from page 26)

and What Bends the Twig? by Marion Robinson.

Health and Medical Care

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RENNIE, THOMAS A. C.; BURLING, TEMPLE; and WOODWARD, LUTHER E. *Vocational Rehabilitation of Psychiatric Patients.* New York: The Commonwealth Fund, 1950. 133 pp. 75 cents.

Table 11.—*Amount of vendor payments for medical care for recipients of public assistance, by program and State, November 1950* [1]

State [2]	Old-age assistance	Aid to dependent children	Aid to the blind	Aid to the permanently and totally disabled	General assistance
Conn.	$199,120	$75,838	$2,920	(3)	(4)
Del.		349		(3)	(4)
Ill.	385,516	37,483	9,203	(3)	$408,814
Ind.	223,060	44,651	10,013	(3)	134,532
Kans.	90,862	29,409	1,914	$17,196	46,715
Maine				(3)	34,201
Mich.				(3)	66,858
Minn.	388,099	16,990	202	(3)	(4)
Mont.					107,058
Nebr.	119,408	8,279	1,515	(3)	(4)
Nev.				(3)	2,472
N. H.	35,016	16,276	1,515	(3)	(4)
N. J.		11,324		(3)	86,855
N. Y.	763,812	342,964	19,257	9,538	(4)
N. Dak.	6,146	851	20	(3)	(4)
Ohio	183,344	13,981	5,748		550,199
Oreg.					141,761
R. I.				(3)	37,472
S. Dak.				(3)	60,722
Va.					2,688
Wash.					1,294,916
Wis.	296,970	64,503	4,343	3,044	101,174

[1] For November data excluding vendor payments for medical care, see the *Bulletin*, February 1951.
[2] Excludes States that either made no vendor payments for medical care for November or did not report such payments.
[3] No payments under program for aid to the permanently and totally disabled in November.
[4] Data not available.

Table 12.—*Average payments including vendor payments for medical care and average amount of vendor payments per assistance case, by program and State, November 1950* [1]

State [2]	Old-age assistance		Aid to dependent children (per family)		Aid to the blind		Aid to the permanently and totally disabled		General assistance	
	All assistance	Vendor payments for medical care	All assistance	Vendor payments for medical care	All assistance	Vendor payments for medical care	All assistance	Vendor payments for medical care	All assistance	Vendor payments for medical care
Conn.	$68.76	$10.00	$121.61	$14.00	$71.38	$10.00	(3)	(3)	(4)	(4)
Del.			72.04	.51			(3)	(3)	(4)	(4)
Ill.	45.39	3.16	95.23	1.61	48.65	2.14	(3)	(3)	$57.66	$10.36
Ind.	39.51	4.28	68.28	3.93	43.76	5.27	(3)	(3)	[5] 28.79	[6] 13.01
Kans.	51.42	2.30	85.83	5.61	53.33	2.82	$52.72	$6.51	47.47	15.91
Mich.							(3)	(3)	42.16	2.56
Minn.	51.20	6.96	92.01	2.20	56.51	.18	(3)	(3)	(4)	(4)
Nebr.	48.19	5.06	83.56	2.35	50.90	2.10	(3)	(3)	(4)	(4)
Nev.							(3)	(3)	19.60	4.11
N. H.	50.57	4.71	114.68	9.76	54.58	4.73	(3)	(3)	(4)	(4)
N. J.			93.87	2.16			(3)	(3)	[5] 57.15	[6] 9.56
N. Y.	59.17	6.41	109.46	6.10	64.51	4.76	56.52	.51	(4)	(4)
N. Dak.	49.83	.68	98.31	.47	50.44	.18	(3)	(3)	(4)	(4)
Ohio	47.51	1.47	80.39	.97	46.44	1.48			(4)	(4)
Oreg.									52.86	18.14
R. I.							(3)	(3)	57.73	6.64
Va.									23.09	.79
Wis.	48.08	5.65	104.96	7.26	50.67	3.12	65.85	4.14	[7] 59.92	[7] 15.80

[1] For November data excluding vendor payments for medical care, see the *Bulletin*, February 1951. All averages based on cases receiving money payments, vendor payments for medical care, or both.
[2] Excludes States that made no vendor payments for medical care for November or did not report such payments. Also excludes States for which count of cases is believed to be incomplete.
[3] No payments under program for aid to the permanently and totally disabled in November.
[4] Data on vendor payments for medical care not available.
[5] Based on figures that include cases receiving burial only and total payments for these services.
[6] Not computed because count of cases believed to be incomplete.
[7] Based on figures that include cases receiving burial only.

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the United States as a whole.

Except for the transfers in these few States, the new program is expanding. Payments in January were reported by 26 States—four of them for the first time—and caseloads went up in 15 States. Between February 6 and March 6, eight new State plans were approved by the Social Security Administration.

Nationally, average payments rose slightly in all programs but aid to the permanently and totally disabled. A few States raised payments by substantial amounts. The District of Columbia repriced items in the assistance standards and raised the proportion of need met; it thus raised the average for aid to dependent children more than $17.00 and the average for each of the other four programs between $6.00 and $7.50. The elimination of earlier reductions in Montana and Oklahoma brought their averages for aid to dependent children up $4.75 and $19.15, respectively. Colorado increased the maximum for old-age assistance from $85 to $89.

A national decrease of $3.12 in the average payment for aid to the permanently and totally disabled showed the influence of the transfer to general assistance of a large number of the relatively high-payment cases in Washington. Average payments for aid to the permanently and totally disabled in that State—$72.51 in December and $78.46 in January—were higher than in any other State.

Data on the public assistance programs of Puerto Rico and the Virgin Islands, newly covered under the Social Security Act by the 1950 amendments, are included in the monthly tables for the first time in this issue. The programs have been in operation since October, but information on caseloads and payments has previously not been available.

ALL BUT EIGHT STATES reported increases in January in the number of initial claims filed for benefits under the State unemployment insurance programs. The increase for the country as a whole was relatively small—1.6 percent from the December figure to a total of 1.1 million. The number of weeks of unemployment claimed, which represent continuing unemployment, rose sharply (28 percent) to 5.4 million. In an average week in January, benefit checks went to 982,600 unemployed workers, 150,600 more than in December. Benefits paid totaled $91.6 million, 37 percent more than the December total but only half the amount paid in January 1950. The average weekly check for total unemployment rose from $20.77 in December to $20.90.

Table 13.—*Old-age assistance: Recipients and payments to recipients, by State, January 1951* [1]

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	December 1950 in—		January 1950 in—	
				Number	Amount	Number	Amount
Total [2]	2,766,866	$120,084,486	$43.40	−0.1	+0.1	+0.6	−2.2
Ala.	81,530	1,669,518	20.48	−.1	−.1	+4.9	+4.3
Alaska	1,602	85,116	53.13	−.1	−6.9	+2.8	−7.1
Ariz.	14,546	758,676	52.16	+.5	+.2	+14.6	+12.9
Ark.	68,967	1,785,316	25.89	(3)	−.1	+12.2	+15.2
Calif.	272,576	18,468,728	67.76	+1.6	+2.5	−.9	−5.1
Colo. [2]	51,765	4,205,033	81.23	+.3	+5.1	+4.2	+14.6
Conn.	19,906	1,198,266	60.20	+.1	+1.8	+6.3	+9.1
Del.	1,601	46,085	28.79	−.8	−1.0	−1.7	−.9
D. C.	2,836	126,511	44.61	+.7	+16.6	+1.6	+6.5
Fla.	69,381	2,711,376	39.08	−.1	−.4	+2.9	−.5
Ga.	102,073	2,432,460	23.83	−.3	−.2	+4.7	+8.8
Hawaii	2,316	77,007	33.25	−.6	−.9	−2.5	+.5
Idaho	11,453	535,112	46.72	+.1	−.2	+1.4	+.7
Ill.	119,281	5,210,955	43.69	−.5	−.8	−7.6	−8.9
Ind.	50,917	1,809,153	35.53	−.5	−1.2	−1.1	−2.0
Iowa	49,221	2,424,482	49.26	−.2	−.1	(3)	+.6
Kans.	30,159	1,918,582	48.90	−.4	−.7	+1.5	−1.2
Ky.	67,440	1,376,781	20.41	−.5	−.7	+10.7	+6.8
La.	118,208	5,512,608	46.63	−.5	−.6	−2.5	−3.7
Maine	15,301	655,679	42.85	−.1	(3)	+4.7	+3.5
Md.	11,793	435,952	36.97	−.3	+.1	−1.3	−1.6
Mass.	102,084	6,272,896	61.45	+.1	−.7	+3.2	−3.5
Mich.	97,722	4,472,642	45.77	−.5	−.5	−1.5	−3.5
Minn.	55,480	2,620,849	47.24	−.4	−1.0	−.8	−4.6
Miss.	61,534	1,133,397	18.42	−1.3	−5.8	−.6	−3.6
Mo.	132,521	5,731,969	43.25	−.1	−.1	+2.6	+2.6
Mont.	11,777	624,369	53.02	−.1	+3.7	+1.6	+2.8
Nebr.	23,128	1,002,008	43.32	−.6	−.8	−3.3	−4.1
Nev.	2,736	142,196	51.97	−.2	−.5	+6.6	+2.6
N. H.	7,445	342,727	46.03	−.3	−.1	+2.0	+6.8
N. J.	23,925	1,144,101	47.82	−.7	−.7	−1.3	−3.5
N. Mex.	10,410	392,228	37.68	+1.3	+1.2	+3.5	+8.7
N. Y.	117,223	6,368,507	54.33	−.2	+1.7	−2.3	−2.6
N. C.	61,602	1,367,864	22.20	+.1	+.2	+5.6	+7.9
N. Dak.	9,093	452,627	49.78	+.2	+.7	+1.9	+7.4
Ohio	122,372	5,475,386	44.74	−1.1	−3.5	−3.7	−7.7
Okla.	99,577	4,499,468	45.19	−.3	−.4	−1.6	−14.6
Oreg.	23,621	1,226,423	51.92	−.5	−.6	+1.1	−.6
Pa.	84,033	3,234,350	38.49	−.6	−1.4	−9.7	−12.8
R. I.	10,057	450,538	44.80	−.4	−.7	−1.4	−4.2
S. C.	42,288	1,049,178	24.81	+.3	+.5	+5.7	+13.6
S. Dak.	12,225	481,126	39.36	(3)	(3)	+.5	+1.5
Tenn.	66,345	1,994,725	30.07	−.4	−1.0	+6.5	+3.2
Tex.	224,436	7,352,423	32.76	+.4	+.2	+1.9	−2.1
Utah	9,923	453,020	45.65	−.4	+1.9	−2.0	−1.1
Vt.	6,967	249,720	35.84	+.4	+.8	+3.0	+5.4
Va.	19,743	427,251	21.64	−.4	−.1	+3.8	+6.1
Wash.	73,100	4,501,732	61.58	−.6	−1.6	+1.3	−3.2
W. Va.	26,807	710,157	26.49	−.6	−1.0	+2.6	−.2
Wis.	52,475	2,220,654	42.32	−.2	−.5	+.9	−.1
Wyo.	4,345	246,559	56.75	−.1	−.5	+2.8	+5.9
P. R. [4]	16,387	122,902	7.50	−.4	−.4	-------	-------
V. I. [4]	600	6,459	10.76	+1.7	+1.4	-------	-------

[1] For definition of terms see the *Bulletin*, January 1951, p. 21. All data subject to revision.

[2] Includes 4,047 recipients under 65 years of age in Colorado and payments to these recipients. Such payments are made without Federal participation. Excludes Puerto Rico and the Virgin Islands, for which January data are not available.

[3] Decrease of less than 0.05 percent.

[4] Represents data for December 1950.

Table 14.—*Aid to the blind: Recipients and payments to recipients, by State, January 1951* [1]

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	December 1950 in—		January 1950 in—	
				Number	Amount	Number	Amount
Total [2]	95,521	$4,452,149	$46.61	−1.4	−0.5	+2.6	+3.5
Total, 47 States [3]	77,240	3,726,282	48.24	−1.7	−.6	+3.3	+4.4
Ala.	1,551	33,946	21.89	+.9	+1.1	+11.4	+7.8
Ariz.	906	53,418	58.96	−.2	−.2	+10.6	+5.8
Ark.	2,049	63,315	30.90	−.3	(4)	+10.7	+15.1
Calif. [2]	10,994	901,162	81.97	+.7	+.7	+10.7	+8.9
Colo.	373	22,108	59.27	−.8	+.3	−2.9	+2.9
Conn.	294	18,490	62.89	+.3	+.2	+26.7	+45.0
Del.	196	8,762	44.70	+4.8	+4.1	+21.0	+33.7
D. C.	261	12,693	48.63	+.4	+18.7	−1.1	+7.6
Fla.	3,318	141,902	42.77	−.2	−.1	+3.4	+3.1
Ga.	2,826	80,430	28.46	(5)	+.3	+8.3	+13.9
Hawaii	109	4,182	38.37	+.9	+1.7	+3.8	+10.1
Idaho	210	11,138	53.04	+1.9	+2.0	+1.9	+1.3
Ill.	4,279	202,625	47.35	+.6	−.3	−6.0	−5.2
Ind.	1,842	71,783	38.97	−.8	+.7	−1.0	+.8
Iowa	1,255	[6] 72,029	57.39	−.1	+.2	+4.8	+11.8
Kans.	664	33,592	50.59	−.2	−.3	−13.0	−16.0
Ky.	2,455	53,962	21.98	+.6	+.5	+13.7	+11.6
La.	1,860	80,776	43.43	−.6	−1.5	+5.0	+6.6
Maine	667	30,221	45.31	−.3	−.3	+1.4	+4.1
Md.	485	19,871	40.97	−.8	−.2	+2.1	+2.4
Mass.	1,525	103,953	68.17	+.1	+.1	+4.2	+9.6
Mich.	1,857	95,463	51.41	−.3	(4)	+2.5	+4.4
Minn.	1,130	64,209	56.82	+.3	−.9	+3.2	+3.9
Miss.	2,813	66,340	23.58	−1.5	−4.1	+5.8	−5.4
Mo.	*2,804*	[7] *112,160*	[7] *40.00*	*+.3*	*+.3*	*−.3*	*−.3*
Mont.	528	31,024	58.76	+1.0	+3.3	+1.5	+5.1
Nebr.	733	41,963	57.25	0	−2.2	+13.6	+20.3
Nev. [8]	*30*	*1,740*	-------	-------	-------	-------	-------
N. H.	318	16,004	50.33	0	+.8	−2.5	+4.1
N. J.	780	42,726	54.78	+.5	+2.3	+8.2	+8.6
N. Mex.	520	18,620	35.81	+1.8	+1.7	+10.9	+12.3
N. Y.	4,029	247,263	61.37	+.3	+2.1	+3.4	+4.6
N. C.	4,304	146,833	34.12	+.5	+.4	+10.4	+14.4
N. Dak.	109	6,309	57.88	−.9	+10.5	−7.6	+9.6
Ohio	3,892	177,010	45.48	+.2	+.2	+2.9	+4.0
Okla.	2,692	127,883	47.50	−.6	−.4	−1.1	−11.6
Oreg.	383	24,235	63.28	0	−.7	+.3	+7.9
Pa.	*15,447*	*611,987*	*39.62*	*−.3*	*−.2*	*−.1*	*−.6*
R. I.	183	10,100	55.19	+1.1	+.1	+15.8	+16.9
S. C.	1,581	42,614	26.95	+.4	+1.7	+7.3	−3.0
S. Dak.	222	8,207	36.97	−2.6	−1.1	+4.7	+8.1
Tenn.	2,698	120,174	44.54	+.1	+17.7	+9.9	+30.8
Tex.	5,006	186,013	37.16	−22.3	−22.8	−20.4	−23.0
Utah	205	10,240	49.95	−.5	+2.0	0	+.6
Vt.	195	7,253	39.05	+1.1	+1.7	0	+.3
Va.	1,525	45,436	29.79	−.5	−.3	+2.8	+5.7
Wash. [2]	856	64,332	75.15	+.7	+.3	+10.0	+5.3
W. Va.	1,078	33,436	31.02	+.4	+.4	+9.3	+10.0
Wis.	1,384	66,164	47.81	−.7	−.8	+.7	+4.2
Wyo.	109	6,063	55.62	+1.9	+1.0	(9)	(9)
P. R. [10]	496	3,720	7.50	−1.6	−1.6	-------	-------
V. I. [10]	47	502	(9)	(9)	(9)	-------	-------

[1] For definition of terms see the *Bulletin*, January 1951, p. 21. Figures in italics represent programs administered without Federal participation. Data exclude program in Connecticut administered without Federal participation concurrently with program under the Social Security Act. Alaska does not administer aid to the blind. Totals exclude Puerto Rico and the Virgin Islands, for which January data are not available. All data subject to revision.

[2] Includes 654 recipients of aid to the partially self-supporting blind in California and 17 in Washington and payments to these recipients. Such payments are made without Federal participation.

[3] States with plans approved by the Social Security Administration. Includes recipients of and payments for aid to the partially self-supporting blind in California and Washington.

[4] Decrease of less than 0.05 percent.

[5] Increase of less than 0.05 percent.

[6] Excludes cost of medical care, for which payments are made to recipients quarterly.

[7] Represents statutory monthly pension of $40 per recipient; excludes payment for other than a month.

[8] Estimated.

[9] Average payment not computed on base of less than 50 recipients; percentage change, on less than 100 recipients.

[10] Represents data for December 1950; not included in totals.

Table 15.—*Aid to dependent children: Recipients and payments to recipients, by State, January 1951* [1]

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients: Total [2]	Number of recipients: Children	Payments to recipients: Total amount	Payments to recipients: Average per— Family	Payments to recipients: Average per— Recipient	Percentage change from— December 1950 in— Number of families	December 1950 in— Amount	January 1950 in— Number of families	January 1950 in— Amount
Total	641,397	[3] 2,203,748	1,639,107	$47,241,783	$73.65	[3] $21.44	+0.3	+1.7	+5.1	+5.6
Total, 50 States [4]	641,367	[3] 2,203,628	1,639,017	47,240,523	73.66	[3] 21.44	+.3	+1.7	+5.1	+5.6
Alabama	18,817	[3] 65,867	52,131	627,397	33.34	[3] 9.53	+1.5	+1.7	+20.1	+17.9
Alaska	637	2,061	1,481	44,828	70.37	21.75	+.2	+1.1	+12.3	+42.5
Arizona	4,257	15,999	11,972	386,123	90.70	24.13	+.1	−.3	+17.5	+23.2
Arkansas	18,585	62,930	48,259	775,160	41.71	12.32	+.2	+.3	+33.6	+33.8
California	56,380	174,773	130,094	6,073,456	107.72	34.75	+1.0	+1.6	+52.4	+42.4
Colorado	5,527	20,221	15,173	507,068	91.74	25.08	+.6	+1.9	+.7	+4.5
Connecticut	5,561	18,081	12,987	599,199	107.75	33.14	+1.3	+1.4	+25.6	+29.0
Delaware	693	2,655	2,015	49,359	71.23	18.59	+1.5	+2.2	+14.7	+14.9
District of Columbia	2,164	8,607	6,581	196,692	90.89	22.85	+.2	+24.1	+8.8	+21.9
Florida	28,771	93,817	70,094	1,437,086	49.95	15.32	+1.2	+1.0	+13.5	+13.1
Georgia	17,647	58,337	44,829	818,304	46.37	14.03	+1.8	+1.8	+32.8	+38.9
Hawaii	3,766	14,328	10,983	334,988	88.95	23.38	−.9	−1.3	+10.4	+13.0
Idaho	2,525	8,652	6,342	262,579	103.99	30.35	+1.0	+.5	+3.3	+9.2
Illinois	23,668	82,856	61,231	2,274,970	96.12	27.46	+1.0	+.8	−10.2	−10.3
Indiana	11,087	36,357	26,800	728,743	65.73	20.04	(5)	+.1	+3.2	+4.5
Iowa	5,175	18,073	13,445	[6] 412,914	79.79	22.85	+.4	+1.3	+5.4	+10.4
Kansas	5,202	18,114	13,565	422,319	81.18	23.31	−.2	+.1	−6.5	−10.4
Kentucky	23,932	83,539	61,337	880,734	36.80	10.54	−.3	−.1	+19.6	+13.8
Louisiana	27,117	96,663	71,190	1,346,274	49.65	13.93	−1.8	−1.7	−8.6	−22.9
Maine	4,404	15,427	11,293	328,757	74.20	21.18	+2.2	+2.6	+24.2	+41.0
Maryland	6,393	24,372	18,557	490,343	76.70	20.12	+.6	+1.1	+1.6	−4.3
Massachusetts	13,421	44,523	32,650	1,476,799	110.04	33.17	+.6	−.1	+3.9	−.4
Michigan	25,668	82,964	59,005	2,262,882	88.18	27.28	(5)	+.3	−5.2	−5.5
Minnesota	7,876	26,613	20,073	715,001	90.78	26.87	+.9	+1.6	+1.0	+.6
Mississippi	10,910	[3] 40,593	30,992	200,534	18.38	[3] 4.94	−1.5	−.9	+10.3	−24.2
Missouri	24,995	84,296	61,704	1,298,069	51.93	15.40	−1.1	−1.2	−1.1	−2.8
Montana	2,417	8,219	6,137	202,508	83.78	24.64	+2.3	+8.4	+.2	+1.5
Nebraska	3,529	11,415	8,460	288,723	81.81	25.29	−.2	−.2	−1.8	−5.7
Nevada [7]	*30*	*120*	*90*	*1,860*						
New Hampshire	1,656	5,669	4,142	175,741	106.12	31.00	−1.4	−1.0	+5.7	+25.9
New Jersey	5,305	17,983	13,451	490,263	92.42	27.26	+.2	+.7	−1.2	+6.7
New Mexico	5,444	18,791	14,193	323,140	59.36	17.20	+3.9	+3.9	+5.3	+19.9
New York	55,790	185,349	131,774	5,969,395	107.00	32.21	+.2	+2.3	−2.5	+3.4
North Carolina	16,091	[3] 58,463	44,786	711,048	44.19	[3] 12.16	+1.5	+3.2	+16.9	+20.5
North Dakota	1,811	6,479	4,888	186,606	103.04	28.80	−.9	−.2	+.2	+1.3
Ohio [8]	14,659	53,479	40,030	1,135,341	77.45	21.23	+.7	+1.9	+7.0	+33.5
Oklahoma	21,502	72,135	55,078	1,520,353	70.71	21.08	+.1	+37.2	−9.7	+23.4
Oregon	3,917	12,957	9,731	398,305	101.69	30.74	+1.5	+1.8	+9.9	+7.0
Pennsylvania	45,539	161,785	119,112	4,033,592	88.57	24.93	(5)	−.8	−18.2	−20.8
Rhode Island	3,538	11,883	8,558	312,047	88.20	26.26	−.5	−.6	−3.4	−2.6
South Carolina	6,765	25,384	19,492	232,862	34.42	9.17	−.1	+.6	−17.9	−8.1
South Dakota	2,507	8,226	6,095	167,400	66.77	20.35	+2.0	+1.7	+13.3	+16.0
Tennessee	24,401	86,695	65,166	1,163,985	47.70	13.43	−.6	−.6	+8.7	+7.2
Texas	19,301	73,962	54,935	835,689	43.30	11.30	+.7	+.8	+11.6	+8.1
Utah	3,309	11,518	8,504	303,074	91.59	26.31	+.9	+1.0	−5.0	−5.3
Vermont	1,041	3,556	2,807	55,408	53.23	15.58	+.5	(5)	+6.9	+5.7
Virginia	8,438	31,450	23,539	418,900	49.64	13.32	+.3	+.7	+14.4	+25.1
Washington	11,370	37,462	26,959	1,407,504	123.79	37.57	−.6	−.8	−8.5	+7.5
West Virginia	18,335	67,652	52,240	1,013,195	55.26	14.98	−.9	−.6	+6.5	+7.9
Wisconsin	8,912	30,208	22,229	884,383	99.24	29.28	+.1	+.8	−.7	+.2
Wyoming	617	2,190	1,628	62,486	101.27	28.53	+.3	−.8	+11.0	+15.4
Puerto Rico [10]	11,497	(11)	27,820	86,228	7.50	(11)	−1.4	−1.4		
Virgin Islands [10]	161	502	454	2,440	15.16	4.86	+4.5	+4.6		

[1] For definition of terms see the *Bulletin*, January 1951, p. 21. Figures in italics represent program administered without Federal participation. Data exclude programs in Florida, Kentucky, and Nebraska administered without Federal participation concurrently with programs under the Social Security Act. Totals exclude Puerto Rico and the Virgin Islands, for which January data are not available. All data subject to revision.

[2] Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

[3] Number of adults included in total number of recipients is estimated.

[4] States with plans approved by the Social Security Administration.

[5] Increase of less than 0.05 percent.

[6] Excludes cost of medical care, for which payments are made to recipients quarterly.

[7] Estimated.

[8] In addition to these payments from aid to dependent children funds, supplemental payments of $87,017 from general assistance funds were made to 2,378 families.

[9] Decrease of less than 0.05 percent.

[10] Represents data for December 1950; not included in totals.

[11] Data on number of adults not available.

Table 16.—*Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, January 1951* [1]

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients	
		Total amount	Average
Total [2]	70,745	$3,170,640	$44.82
Alabama	7,653	163,454	21.36
Delaware	57	2,444	42.88
District of Columbia	700	35,573	50.82
Hawaii	*555*	*16,029*	*45.15*
Idaho	265	13,155	49.64
Illinois	*233*	*9,977*	*42.82*
Kansas	2,539	118,142	46.53
Louisiana	15,854	490,724	30.95
Maryland	20	617	(3)
Mississippi	173	2,817	16.28
Missouri	5,148	242,710	47.15
Montana	536	31,275	58.35
New Mexico	*523*	*21,994*	*42.05*
New York	25,366	1,471,987	58.03
North Dakota	*112*	*5,696*	*50.86*
Ohio	*924*	*40,042*	*43.34*
Oregon	*1,379*	*84,570*	*66.12*
Pennsylvania	*1,835*	*57,615*	*30.46*
South Carolina	1,726	56,588	32.79
Utah	1,565	77,870	49.76
Vermont	*183*	*2,852*	*15.58*
Virginia	1,763	65,974	37.42
Washington	[4] *1,453*	[4] *113,996*	*78.46*
Wisconsin	764	47,578	62.27
Wyoming	319	16,961	53.17
Virgin Islands [5]	25	288	(3)

[1] For definition of terms see the *Bulletin*, January 1951, p. 21. Figures in italics represent programs under State plans not yet approved by the Social Security Administration. All data subject to revision.

[2] Represents States reporting plans in operation. Excludes the Virgin Islands, for which January data are not available.

[3] Average payment not computed on less than 50 recipients.

[4] Reduced from 12,555 cases and $910,414 in December by transfer to general assistance of cases not eligible for aid to the permanently and totally disabled or for which eligibility has not been determined.

[5] Represents data for December 1950.

Table 17.—*General assistance: Cases and payments to cases, by State, January 1951* [1]

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	December 1950 in—		January 1950 in—	
				Number	Amount	Number	Amount
Total [2]	418,000	$19,879,000	$47.51	+5.8	+7.9	−29.8	−31.9
Ala.	106	2,474	23.34	(3)	(3)	−98.7	−97.6
Alaska	115	4,334	37.69	+2.7	+1.9	−4.2	−2.1
Ariz.	1,502	56,705	37.75	+.3	−.4	+6.3	+11.8
Ark. [4]	2,603	33,624	12.92	+.3	−.1	+.8	+2.0
Calif.	35,399	1,503,637	42.48	+5.3	+4.9	−24.7	−32.7
Colo.	4,752	205,929	43.34	+9.9	+11.0	−6.6	+7.2
Conn.	[5] 4,425	[5] 221,937	50.16	+.5	+1.6	−34.1	−40.2
Del.	1,136	41,227	36.29	+4.5	+7.8	−20.4	−24.4
D. C.	1,040	53,547	51.49	+5.5	+21.9	−32.2	−25.4
Fla.	[5] 5,000	[6] 75,400					
Ga.	3,436	57,395	16.70	−1.9	−1.2	+.8	+2.6
Hawaii	3,914	203,357	51.96	+1.0	+1.4	+11.9	+19.5
Idaho [7]	392	13,614	34.73	−7.1	−5.9	−24.8	−24.7
Ill.	37,421	1,859,605	49.69	−.9	−4.3	−19.3	−21.8
Ind. [8]	12,158	381,394	31.37	+3.9	+6.7	−35.6	−31.3
Iowa	4,490	140,994	31.40	+7.2	+10.9	−5.4	−3.2
Kans.	2,765	119,443	43.20	+11.5	+14.0	−56.1	−60.0
Ky.	3,299	76,608	23.22	−1.7	−3.2	−.1	−14.8
La.	5,922	174,029	29.39	+2.4	+2.1	−78.1	−83.1
Maine	4,369	197,982	45.31	+5.7	+10.8	−14.5	−14.2
Md.	5,709	249,885	43.77	+1.0	+2.3	+4.7	−1.7
Mass.	22,262	1,183,774	53.17	+3.3	−4.0	−16.0	−17.8
Mich.	23,640	1,079,521	45.67	+2.8	+.3	−36.7	−41.6
Minn.	7,406	370,578	50.04	+7.5	+11.7	−17.1	−19.9
Miss.	711	8,050	11.32	−5.7	−2.5	+4.6	+8.5
Mo.	13,059	409,527	31.36	−2.4	−3.1	−24.2	−26.1
Mont.	1,164	42,662	36.65	+4.3	+12.1	−35.5	−36.1
Nebr.	1,587	54,461	34.32	+10.5	+12.4	−15.2	−8.9
Nev.	[9] 380	[9] 9,600					
N. H.	1,645	65,585	39.87	+3.3	+.6	−32.4	−38.9
N. J. [9]	[9] 9,600	[9] 569,800					
N. Mex.	1,361	31,312	23.01	−14.7	−16.2	−24.3	−27.5
N. Y.	[10] 61,789	4,625,364	74.86	+3.0	+6.0	−31.8	−27.3
N. C.	4,263	67,114	15.74	−1.4	−.3	−3.8	+3.9
N. Dak.	931	38,646	41.51	+8.3	+12.0	−27.0	−27.5
Ohio [11]	25,415	1,098,975	43.24	+1.4	+1.1	−36.9	−42.4
Okla.	[12] 7,600	111,664	(12)	(12)	−4.6	(12)	+19.1
Oreg.	6,355	363,938	57.27	+11.4	+16.1	−44.0	−33.9
Pa.	38,166	1,990,597	52.16	−.4	−1.3	−30.9	−39.3
R. I.	5,112	310,448	60.73	−.3	+1.2	−29.6	−36.5
S. C.	3,415	41,441	12.13	(12)	(12)	(12)	(12)
S. Dak.	[9] 820	[9] 22,600					
Tenn.	3,471	34,662	9.99	+19.7	−2.6	+30.5	+9.5
Tex.	[9] 4,600	[9] 90,000					
Utah	1,049	53,512	51.01	+60.4	+78.8	−62.6	−62.5
Vt.	[14] 1,100	[14] 39,000					
Va.	3,328	83,646	25.13	+4.3	+5.7	−25.9	−18.5
Wash.	[15] 16,463	[14] 1,159,276	70.42	+547.1	+654.6	−33.3	−23.4
W. Va.	6,766	142,974	21.13	+3.7	+2.1	+28.9	+23.9
Wis.	6,688	332,367	49.70	+7.1	+7.8	−40.5	−44.2
Wyo.	304	14,919	49.08	+13.9	+26.8	−53.7	−50.8
P. R. [16]	6,354	47,655	7.50	−.9	−.9		
V. I. [16]	185	1,864	10.08	−3.6	−.6		

[1] For definition of terms see the *Bulletin*, January 1951, p. 21. All data subject to revision.

[2] Partly estimated; does not represent sum of State figures because total excludes for Indiana and New Jersey payments made for, and an estimated number of cases receiving, medical care, hospitalization, and burial only. Excludes Puerto Rico and the Virgin Islands, for which January data are not available.

[3] Percentage change not computed on base of less than 100 cases.

[4] State program only; excludes program administered by local officials.

[5] About 15 percent of this total is estimated.

[6] Partly estimated.

[7] Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents about 60 percent of total.

[8] Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

[9] Estimated.

[10] Includes cases receiving medical care only.

[11] Includes 2,373 cases and payments of $87,017 representing supplementation of aid to dependent children payments.

[12] Excludes estimated duplication between programs; 1,513 cases were aided by county commissioners and 6,460 cases under program administered by State Board of Public Welfare. Average per case and percentage changes not computed.

[13] Not computed; comparable data not available.

[14] Estimated on basis of reports from a sample of cities and towns.

[15] Large increase reflects transfer of cases from aid to the permanently and totally disabled.

[16] Represents data for December 1950.